

A Future for Recreation:
Report of the Cascade Foothills Recreation Study

By James Allaway and John Miles

Huxley College of the Environment
Western Washington University
Bellingham, WA

December 2001

A Report to the Washington State Parks and Recreation Commission
and the Washington State Legislature

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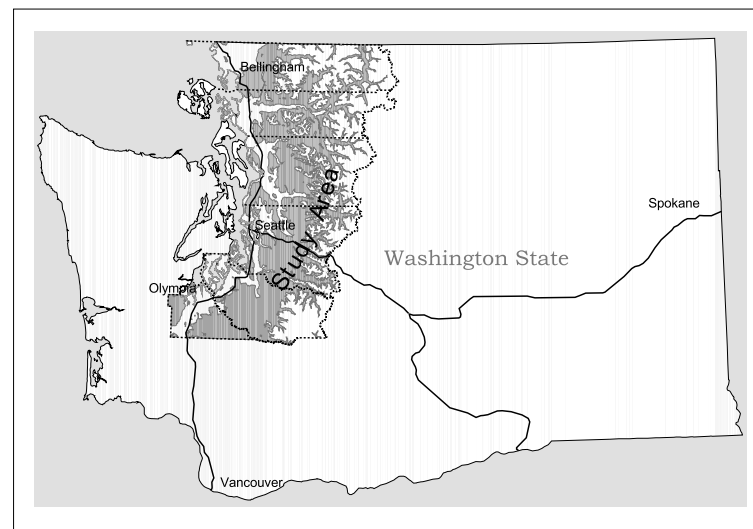
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Map 1: Location of Study Area

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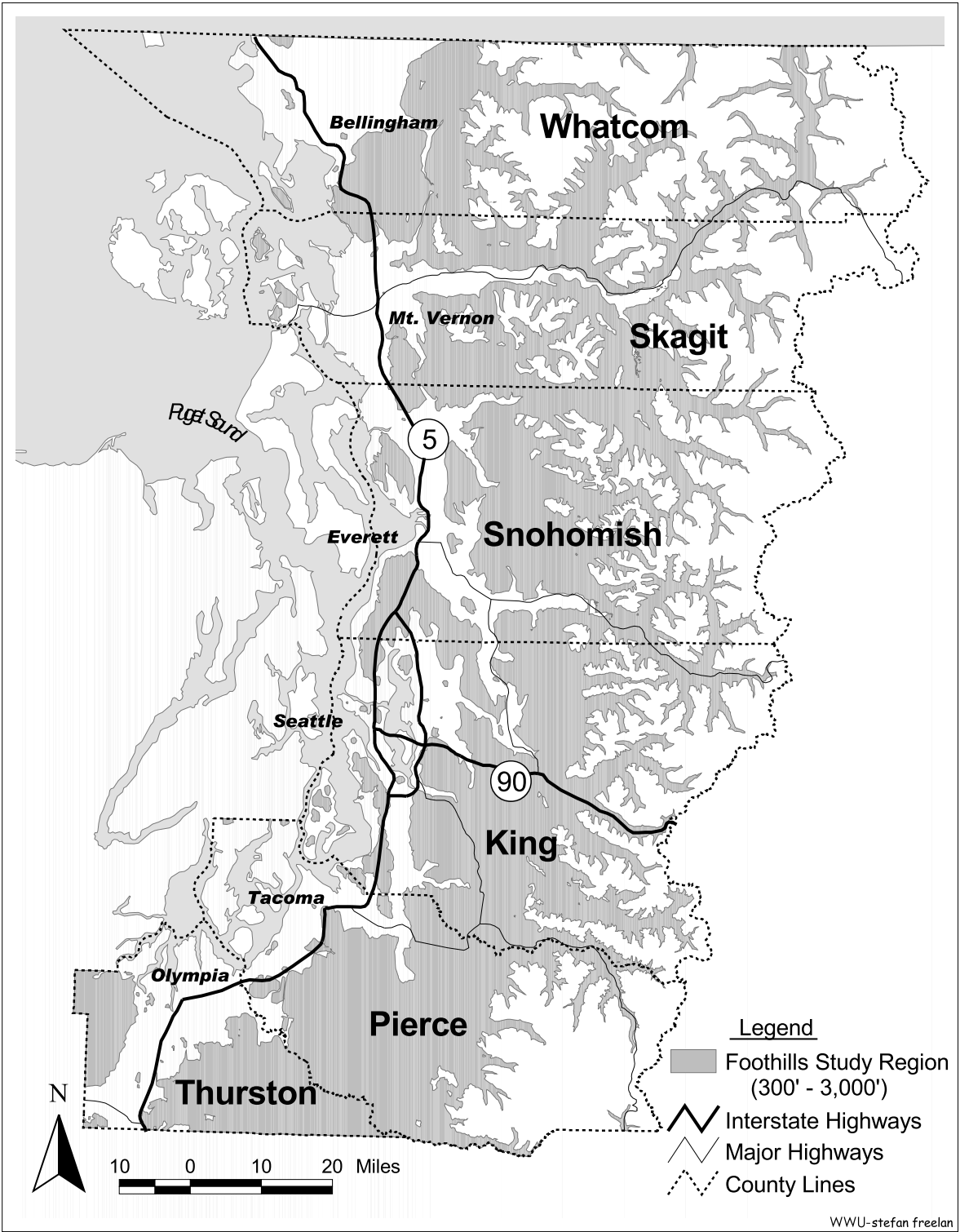
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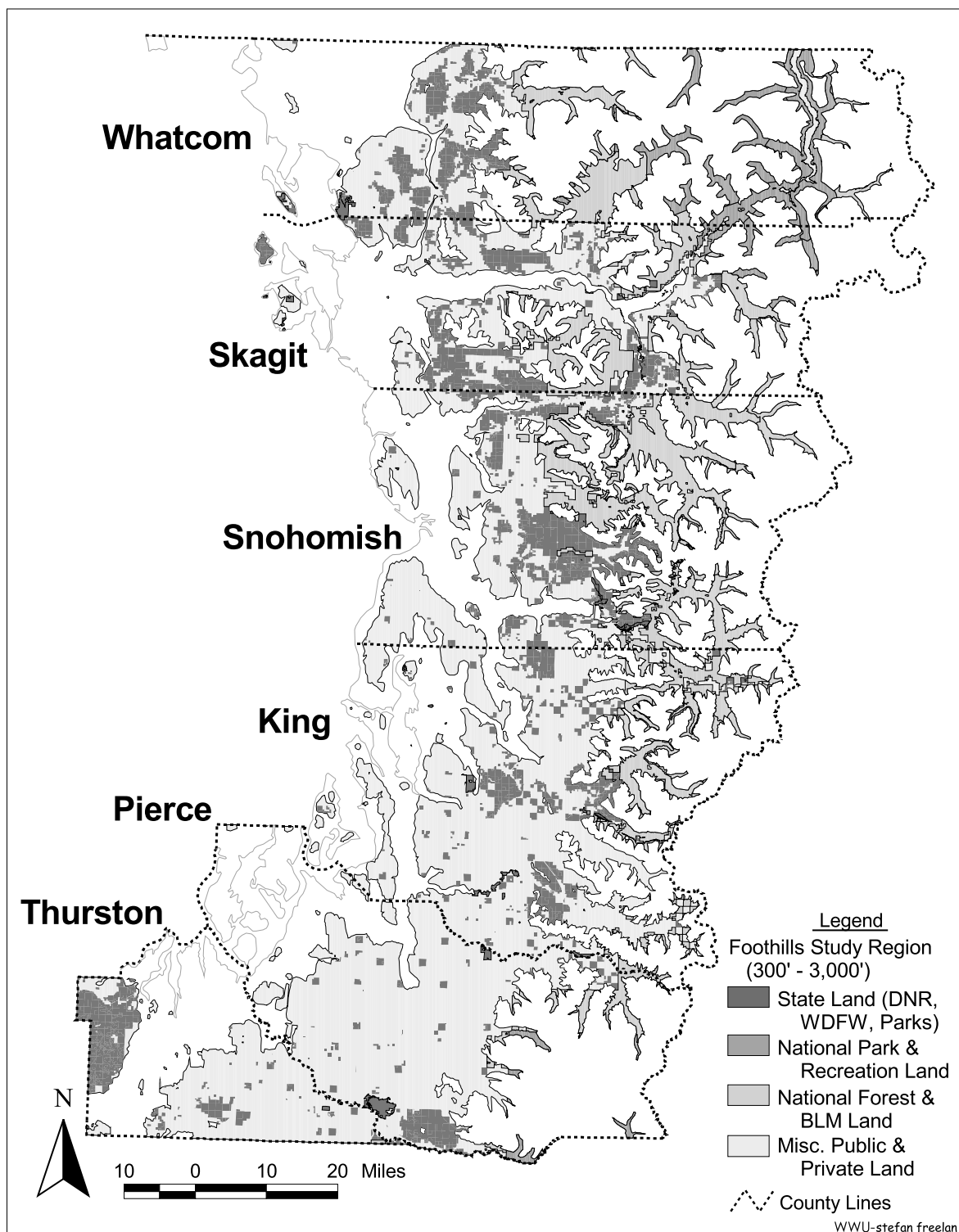
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Regional Map of Foothills Study Region (300' - 3,000')



Map 2: Foothills Study Region

Ownership Map of Foothills Study Region (300' - 3,000')



Map 3: Ownership of Study Region

Executive Summary

Introduction

The Cascade Foothills Recreation Study reviews issues concerned with outdoor recreation in the foothills of the Cascade Mountains in northwestern Washington State, and makes recommendations for strategies to resolve those issues in order to provide opportunities for high quality public outdoor recreation over the next several decades.¹ The study was authorized by Washington State Senate Bill 6552 (introduced by Senator Ken Jacobsen with co-sponsors Senators Oke, Kohl-Welles, Fraser, and Spanel). Funding was administered by the Washington State Parks and Recreation Commission, and carried out under contract to Western Washington University. The study was carried out by Jim Allaway, Visiting Associate Professor, as project lead, and John Miles, Professor, Huxley College, WWU.

The study examines current outdoor recreation resources, activities, and issues in the region, and evaluates alternative approaches and policy options in the light of experience in the region and elsewhere. The study considers both public and private lands, with emphasis on state lands and on the role private forest lands can play in public recreation. Study recommendations, likewise, emphasize strategies for state government action, often in partnership with non-governmental organizations, private forest land owners, and federal and local government agencies.

The study synthesizes selected information from the many agencies, other organizations, and individuals working on outdoor recreation-related issues in northwest Washington. The study contributes to the information base by a geographical information system (GIS) analysis of land status and topographical data to estimate amounts of land in various ownership categories in the study region. A wide variety of sources -- published reports, agency and non-governmental organization (NGO) reports, news accounts, and interviews with numerous individuals -- form the basis for the identification and analysis of issues and strategies. Particular assistance has been obtained from a workshop of invited representatives from a wide spectrum of groups involved in outdoor recreation issues convened in early March, 2001, to collectively identify, analyze, and suggest approaches to resolving issues.

Many dedicated and capable individuals and organizations have been concerned with outdoor recreation issues -- principally the adequacy of the present and future land base, and conflicts between recreation and forestry and among types of recreation -- in the northwest Washington state region over at least several decades. The intended contribution of this study to the continuing discussion is to attempt a comprehensive overview of the situation and a synthesis of available information into a logical structure, which, in turn, allows formulation of a set of recommended strategies to try to deal comprehensively with the many intertwined issues.

The report is organized in four parts:

1. introduction to the study;
2. overview of outdoor recreation in the region and the regional context that affects its future;
3. identification and discussion of issues; and,
4. recommended strategies for attempting to resolve those issues.

¹ The study region is defined as the area between 300' and 3,000' in elevation in Thurston, Pierce, King, Snohomish, Skagit, and Whatcom counties.

Outdoor Recreation in the Region

The range of outdoor recreation activities that occur in the Cascade Foothills region is very broad. Activities are primarily though not exclusively human-powered: walking and hiking; boating; bicycling; winter sports including snowshoeing and skiing; hunting, shooting, and fishing; nature study such as bird watching and nature photography; horseback riding; and air activities such as hang gliding, paragliding, and ballooning. Motor-assisted outdoor recreation activities include motor-boating, snowmobiling, off-road vehicle riding (ORV), and automobile touring to view scenery.

The setting for the kind of outdoor recreation considered in this study is the rural outdoor environment, generally on relatively undeveloped land. In the Cascade Foothills region, within the elevation band considered in this study (300' to 3,000'), this environment is primarily forest land, together with some stream and river valleys and riparian corridors. The experience of outdoor recreation depends to some extent on the nature of the setting; that is, the rewards of the activity are derived partly from the outdoor and relatively natural setting in which it occurs.

The people who engage in outdoor recreation activities in the study region are a varied lot, reflecting the demographic diversity of the region. Available information indicates that virtually all segments of the region's population participate actively in some kinds of outdoor recreation. The range of activities, the obvious intensity of use in many places, the abundance of commercial support services and related industries, and the number of user groups and recreation-oriented interest groups all testify to the importance of the activity in the region and the breadth of participation. Organized outdoor recreation groups are numerous and varied in the region, reflecting the major role outdoor recreation plays in the northwest lifestyle.

The Cascade Foothills region is physically well suited for outdoor recreation. It offers abundant scenery and terrain ideal for a wide variety of activities, including trail-dependent uses such as hiking, mountain biking, and ORV riding. The topography of the region generally becomes steeper from west to east. Lower areas (above the 300' contour and below 1,000') in the west generally offer the gentlest terrain. To the east, the valleys of major rivers narrow and topography is steeper and becomes increasingly more complex. To the west, locations for outdoor recreation are abundant; in the higher and steeper terrain they are scarcer. Roads penetrate the area from the population centers at the western edge of the region primarily along stream valleys. Since access points for outdoor recreation tend to be below 1,000', they become fewer heading west to east.

Most of the best locations for outdoor recreation are on the lower foothills, where dense conifer forest cover predominates. This portion of the study area also is ideal for growing timber, and consequently much land in this zone is privately owned tree farms and other commercial production operations. Many other smaller parcels, usually five to twenty acres, are owned by individuals for residential or future development use. Some public land is found in this zone, but less than in the steeper and higher eastern part of the study area. However, the most heavily used public locations are on the public lands in the western zone. Non-motorized recreation use of some private lands in this area -- primarily large scale commercial forest land -- also is high, for instance, the increasingly popular sport of mountain biking.

Access points to recreation locations in the region are reached primarily via the road system using private automobiles. Main access routes are state highways, which mostly follow major streams and valleys and generally run east-west. Secondary roads branch off these main roads, extending eastward into an extensive network of mostly logging roads on public and private land. The study area is laced

with thousands of miles of dirt logging roads used for access by hunters, fishers, hikers, ORV riders, and other outdoor recreationists.

Regional Setting

The six counties that include the study area are part of the most populous region of Washington state, constituting 60% of the state's total population. Four of the six counties in the study region had population growth rates over 25% for the past decade, ranking in the top one-third of Washington's counties for rate of population growth. The other two counties -- King and Pierce -- had slower rates of growth but their total increase in population was still large because they are the two most populous counties in the state. Overall, the region has seen a dramatic increase in population in recent decades and is projected to continue to sustain significant growth in coming years.

The growth of the economy of the Puget Sound region of northwest Washington over the past couple of decades, and its diversification away from historical dominance by a few industries such as timber, agriculture, and aircraft manufacturing and into new sectors such as technology, have supported population growth, driven an expansion in personal wealth and disposal income, and helped finance the spread of urban and suburban developments into the countryside. These trends, in turn, have been major influences in simultaneously increasing the demand for outdoor recreation, shrinking the land base available for recreation in many places (but also increasing it at some sites), and increasing competition and conflicts between recreation and other land use and between different kinds of recreation.

A variety of initiatives in land planning and conservation in the region are significant for outdoor recreation. Washington's growth management program -- based on the Growth Management Act of 1990 (and later amendments) -- aims to abate land use trends that, among other undesirable effects, diminish the land use base for public outdoor recreation. Acting through county comprehensive plans, the growth management program strives to protect from development open space and recreation lands as well as natural resource lands, important wildlife habitat, and environmentally sensitive areas.

Non-profit land protection trusts have been very active and effective in the region, in partnership with public land agencies and private land owners -- principally the large forest companies. Together they have protected numerous areas important for recreation through exchanges, purchases, donations, easements, and a variety of other tools.

A range of legal requirements for environmental protection have strengthened significantly in recent years, with generally beneficial results for recreation. Perhaps most prominent are laws that apply to all land ownerships, such as the federal Endangered Species Act and the state's recent revisions to shoreline management rules. The listing of numerous Puget Sound salmon stocks as threatened or endangered may well prove to be one of the most widely influential environmental protection actions in the study region, as its implications are fully realized and programs are put into place to comply with its requirements. With respect to recreation, on the one hand salmon habitat protection can add great weight to multi-purpose land protection programs and projects that expand the public land base for recreation, among other uses; on the other hand, required salmon protection may place added restrictions on particular recreational developments and allowed uses.

Issues

Four categories of outdoor recreation issues are discussed:

- land base issues;
- land management issues, for public and for private lands;
- financing issues; and,
- planning and coordination issues.

Numerous issues (and their solutions) have significantly different manifestations on public and on private lands because of differences in management objectives, funding sources, and other factors. However, other outdoor recreation problems are very similar on public and on private lands. The compatibility or conflicts between recreation and other land uses, between types of recreation, and between recreation and preservation of environmental quality, are more functions of the activities and the land itself than of ownership. Likewise, the impacts of littering and illegal activities on resources and the difficulties of controlling these activities are similar in many respects for public and private lands. Even the difficulty of capturing the economic value of outdoor recreation and using it to support recreation (by acquiring or justifying the land base or by funding management) is similar on both public and private lands.

The similarity between issues on public lands managed for timber production and on private forest lands deserves special note. In the study region, public timber lands are mostly DNR-managed trust lands and the discussion of several issues focuses on these lands.

Land Base Issues: Amount of Land in Public or Large Scale Private Ownership

Land base issues arise from the basic question of whether there will be adequate land (and water) available for public outdoor recreation over coming decades. The situation has two dimensions: whether the present land base will remain available in the future, and, whether the land base can be expanded in the future to support increased use over time.

A preliminary GIS analysis of available data on land ownership within the study region shows the amount of land in the main categories of ownership (see Table A for summary; Table 3 in the main report presents data by county). By far the largest public land ownership categories are the Mt. Baker-Snoqualmie National Forest and the Washington State Department of Natural Resources (DNR) lands; these ownerships are virtually equal in area. Various categories of trust lands make up the great majority of DNR's holdings. The public lands most likely to be used for recreation -- National Forest and DNR lands, together with National Parks, State Parks, county parks, Bureau of Land Management, and Fish and Wildlife Service lands -- comprise an estimated 40% of the total area in the region.

Private land constitutes over half of the region. Data are not presently available to determine the amount of large scale commercial forestry land, but -- despite the spread of residential and commercial development -- it is a significant proportion. Much of these forest lands has been used for certain kinds of public recreation, but access is becoming more limited.

Pressure is great to convert parts of the current recreation land base -- privately-owned commercial forestry lands -- to developed uses, and this pressure likely will intensify. Population increase and economic strength in the Puget Sound Basin is expected to continue to drive conversion to housing and commercial developments of undeveloped forest lands on the fringes of population centers.

Simultaneous, these same trends will continue to increase demand for all types of outdoor recreation, some of which has occurred on these privately-owned forest lands

Table A. Estimated Ownership of Land in Study Region		
Type of Ownership	Study Region ('000 ac)	% of Region
Federal		
National Forest	551.4	17.4%
National Park	130.1	4.1%
BLM and F&WS	1.8	0.1%
Other	64.5	2.0%
Total Federal	747.8	23.6%
State		
DNR Natural Areas	24.8	0.8%
DNR Trust, Other	528.6	16.7%
State Parks	12.5	0.4%
Other	5.4	0.2%
Total State	571.3	18.0%
County/Municipal		
Watershed	87.3	2.8%
Other	12.7	0.4%
Total County/Munic.	99.9	3.1%
Tribal	12.3	0.4%
Private, Other	1,742.2	54.9%
Total in Region	3,173.6	100.0%

Although there has been much criticism of clearcutting and other aspects of timber production as being incompatible with recreation and other natural resource uses and with environmental values, lately some concerned with conservation have concluded that forestry is a much more desirable land use than residential or commercial development. The impacts of development on wildlife, water quality, and outdoor recreation far exceed those of forest production. Moreover, forest practices have improved in recent years in terms of their environmental impacts. Thus, a movement is growing to promote forestry as a community value, and therefore to try to keep a significant portion of rural land in forestry.

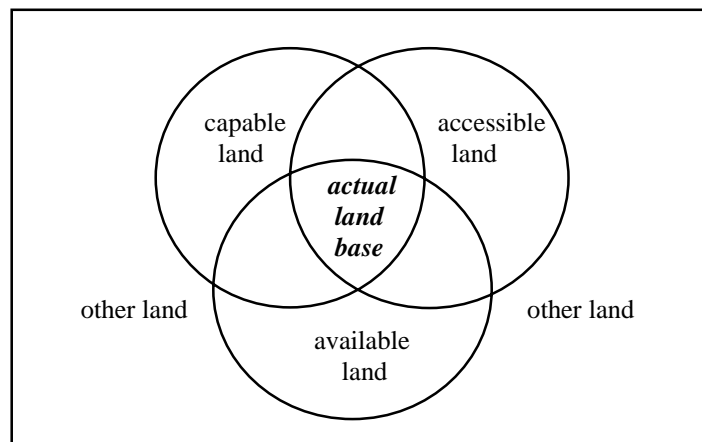
Public-private partnerships and private enterprise have important roles to play in providing needed outdoor recreation resources and programs in the region. The public cannot purchase all of the outdoor recreation resource in the area. If ways are found to keep land in forestry to protect it from development, ways also should be found to encourage landowners to provide outdoor recreation opportunities for the public while forest production continues.

The potential land base for public outdoor recreation is the combined pool of:

1. public lands (owned and managed by federal, state, and local agencies);
2. private lands in large holdings, used for extensive resource extraction (mainly forest lands); and,
3. lands owned by certain non-profit organizations.

Protecting land for outdoor recreation usually means protecting it in a mostly natural condition, or “open space.” Open space protection can serve numerous public purposes, recreation among them. Besides recreation, other public benefits from natural lands include water quality, flood control, flood plain management, fish and wildlife habitat, and aesthetic amenities such as scenery. Thus, efforts to protect land are legitimately multi-purpose initiatives.

Securing and maintaining an adequate land base is the most basic issue for outdoor recreation in the Cascade foothills region. The land base for public outdoor recreation in the study region is determined by three factors -- capability, accessibility, and policy on whether it is open (or available) to the public -- as depicted below.



Relative location and accessibility are situational and change over time. In a rapidly expanding urban area such as the Puget Sound basin, what was considered “remote” a decade ago may be “near by” in a few years.

Issue 1-A: Inadequate land base for the future

The regional land base for outdoor recreation is likely to be inadequate over the next two or three decades. Increasing recreation use and shrinkage of the privately-owned portion of the land base are major factors. In addition, the effective land base for recreation is significantly less than the total of public lands and private forest lands, due to access, capability, and management policy restrictions.

Issue 1-B: Shortage of strategically important lands

Strategically important recreation lands need protection as part of the public land base. These are sites and places with special importance because of their role in providing access to larger areas, connections between areas, long-distance travel routes, or scarce or unusual resources.

Issue 1-C: Difficulties and high costs of expanding the public land base

Publicly owned lands form the core of the recreation land base, but adding to this base invariably requires considerable effort (in time and skills) and large amounts of capital. The Washington Wildlife and Recreation Program and other funding sources have supported acquisition of significant lands in the region. Land trusts and greenway projects are among the main initiatives in the non-profit sector that are active in land acquisition and protection as part of public land management systems.

Issue 1-D: Future of the private forest lands portion of the land base is uncertain

Private forest lands are an important part of the overall recreation land base but in some locations, particularly near population centers, they are under strong pressure for conversion to housing or other developed uses. As our region grows, it may be increasingly necessary for the public to own development rights in order to prevent forest land from being developed and keep it available for recreation and other public values.

Land Base Issues: Amount of Suitable Land Managed for Public Outdoor Recreation

Issue 2-A: Reductions in useable land due to management policies on DNR trust lands

DNR-managed trust lands are particularly important for recreation in the study region because they are so extensive (over 1/2 million acres, the vast majority of DNR's holdings) and because they would seem to have possibilities for significant expansion of recreation. Evaluating the on-going, intricate trust lands debate is well beyond the scope of this study, but it is clear that an emphasis on producing timber tends to reduce the amount of recreation that can be produced on trust lands. At the same time, certain DNR-managed lands in the region are among the best examples of management for outdoor recreation in the context of multiple use and cooperative planning.

Change in current trust land recreation policy will require a greater appreciation in public and political spheres of the high value of recreation as a public resource use. Resolution of the debate over trust land recreation also could be assisted by innovative analyses and approaches to capturing more of the economic value of recreation, which could be used to help fund management and potentially even as revenue for trust beneficiaries. Innovative approaches to use of particular trust lands (sale, exchange, transfer, etc.) also help resolve controversy over recreation on particular sites.

Issue 2-B: Reductions in useable land due to management policies on private forest lands

Public recreation is restricted on most privately-owned large scale forest land and it appears that restrictions and outright closures of land to public use have been expanding in recent years. These land management policies reflect landowner concerns about liability, cleanup, environmental damage, and other problems. Solutions to this facet of the land base issue probably will require a combination of reduction of liability risk, provision of incentives, and collaborative planning.

Issue 2-C: Withholding of watersheds from public recreation land base due to management policies

A few large municipal watersheds in the study region present a special management situation. Protecting the quality and quantity of public water supplies is the overriding management objective in these areas and public recreation is considered to be incompatible. There would seem to be potential for designing plans and management regimes that allow for some public recreation, without compromising water quality.

Public Land Management Issues

Issue 3-A: Inadequate policy recognition of recreation as an important product from public lands

The considerable real values to society of public outdoor recreation are not fully recognized and reflected in policies for management of many public lands. The economic value of outdoor recreation is both one reflection of its importance, and a measure that may be directly comparable with other products in deciding on public land management objectives. A study commissioned by DNR in the mid-1990s estimated a statewide annual non-market value for recreation on all DNR lands of \$248 million, and on DNR forest lands of \$158 million. The study also estimated that 100,000 acres of DNR's highest quality environmentally significant lands could have a non-use -- or passive -- non-

market value of \$1.3 billion. Both active and passive non-market values were predicted to increase over time.

Although non-market valuation is imprecise and sometimes controversial, the larger difficulties are gaining public and political acceptance that the value is large, and finding practical ways to reflect that value in land management policies. Undervaluation of recreation in public policy at the legislative as well as administrative level should be seen as a fundamental cause of most recreation management issues, and also can contribute to a political reluctance to add to the recreation land base. Finally, in a policy environment where revenue generation dominates trust land management decisions, since virtually none of recreation's value is captured in revenue, recreation has little policy leverage.

Ultimately, policies are political and tend to converge eventually on societal values. Until public attitudes and political perceptions are more clearly supportive of recreation, it may be unrealistic to expect big changes in public land management policy.

Issue 3-B: Management practices that unnecessarily restrict or hamper recreation

Largely because recreation is undervalued on public lands, on-the-ground management on many public lands restricts recreation more than need be to achieve multiple use. Policy revision can be reflected in revised management guidelines and procedures to expand recreation while still achieving compatibility with other uses and with environmental protection. Management tools can include land use designations by zone, controls on access, limits on numbers of users, and controls on allowable activities.

Issue 3-C: Conflicts between recreation and other uses, and between types of recreation

Real and significant incompatibilities do exist between recreation and some other resource uses, among particular types of recreation, and between recreation and maintenance of environmental quality. The management response in many places has been to exclude or severely restrict recreation. Recognition of the high value of recreation would justify in many places the extra effort to analyze the specific points of conflict and devise management guidelines to achieve compatibility while expanding recreation use. Collaboration of user groups in studies, planning, and education programs for users will contribute greatly to minimizing conflicts.

Issue 3-D: Inadequate institutional support for recreation management

Recreation management capacity -- as reflected in capital and operating budgets, staffing levels, skills, and organizational structures -- has been inadequate in most public land management agencies. On multiple use lands (National Forest and DNR trust lands) the inadequacy of recreation budgets reflects both the undervaluing of recreation in policy and the funding mechanisms that base allocations on revenues (allocations are small since little of recreation's value is captured in revenue). Increased funding is needed for land acquisition, facilities development and maintenance, and operations.

Private Land Management Issues

Issue 4-A: Private lands will provide only limited public recreation opportunities

Because ownership and management objectives are fundamentally different for private large scale timber lands, it is unrealistic to expect that these lands will provide more than a limited, although significant, part of the overall land base for outdoor recreation. If particular areas of private land are essential to the recreation land base, they, or the recreation rights to them, should be acquired for

public ownership. At the same time, the public sector also should find ways to support the continued role of private forest lands in the recreation land base.

Issue 4-B: Low financial incentives for recreation on private lands

Private forest land owners do not have much direct financial incentive to manage recreation as a commercial use of lands in this region because revenue potential is generally low and management costs can be significant.

Issue 4-C: Land owner concern about exposure to injury liability

A major concern private forest land owners cite in their considerations about allowing public access for recreation is their potential exposure to liability for injuries to recreation users. Recent legal decisions have heightened that concern. This issue would seem to be at least somewhat amenable to legislative action, through legal review and, if needed, suitable action to reasonably limit liability.

Issue 4-D: Current and potential costs of cleanup

Another major concern for private forest land owners is the high cost to clean up litter and hazardous wastes dumped off their road systems, repair resource damage caused by vandalism or careless use, and general law enforcement. A related concern is the potential liability to the landowners from environmental damage caused by recreation users, particularly “takings” of endangered species and cleanup of hazardous substances.

Several approaches to resolving this issue seem reasonable: legislative action on liability, public participation in cleanup and law enforcement (in any of several possible ways including direct service by public agencies or financial incentives), and expanded application of user fees to recover some costs of management.

Issue 4-E: Opportunity costs (lost timber production) from production of public recreation

The real or potential opportunity cost from lost timber production as a consequence of having public recreation on their lands is another disincentive cited by private forest land owners. Reduced timber harvest may result from leaving buffers along trails or roads, or from not harvesting larger blocks because of scenic impacts. The possibility of future constraints on harvesting from allowing recreation and a constituency for it to become established is also a concern for some land owners. Alternative or complementary approaches to resolving this issue may be expanding the concept of private land owner responsibilities for public benefits such as recreation, and financial incentives to land owners for public access and use.

Financing Issues

The financing of land base protection and outdoor recreation operations might be considered to be the most crucial problem in assuring a viable future for outdoor recreation in the study region. At the planning workshop for this study, participants came to the following conclusions and recommendations regarding funding:

- Recreation users of all lands (public and private) should pay some direct fee to offset a portion of the costs of providing areas, facilities, and programs.
- An endowment should be established, perhaps by the state legislature, to raise other matching funds for acquisition, development, maintenance, and operations.
- A revolving fund might be established from a revenue source dedicated to outdoor recreation. A possible source might be a tax on sale of outdoor recreation equipment in the state; another might be dedication of a portion of the timber tax to this purpose.

- Recognize and emphasize that recreation is an amenity the provision of which enhances quality of life. The greatest challenge for increasing outdoor recreation opportunity in the region is funding. Recreation projects must compete with other priorities for funding. The quality of life in the northwest is important to people, and the contribution of outdoor recreation to that quality must be emphasized in all efforts to increase opportunity for outdoor recreation.
- Proponents of increased funding for outdoor recreation should use a benefits-based approach to explain what the return will be from investment in recreation and park resources. Such an approach identifies the personal, economic, social and environmental benefits that individuals and the community derive from participation in recreation.

Issue 5-A: Underlying failure of public land management policy to adequately value recreation

The root cause of generally inadequate financing for all aspects of outdoor recreation is the failure of public policy to adequately value outdoor recreation as an activity and a public good. A number of expanded funding sources are likely to be necessary, including public appropriations at several levels, user fees, an endowment, and a revolving fund. The entire regional recreational system -- geographically and institutionally diverse -- must be adequately funded.

Issue 5-B: Inadequate public funding for land base acquisition

Although large amounts of public funds have been allocated for land acquisitions, funding is inadequate for current needs and is likely to remain so in the future. Major sources of public funds have included the Washington Wildlife and Recreation Program, the federal Land and Water Conservation Fund, appropriations for transfer of DNR trust lands, and local government dedicated funds and bond issues.

Issue 5-C: Inadequate public funding for recreation development and management

Inadequate funding for development and management is a serious impediment to expanding both the useable recreation land base and the capacity of the land base. Some lands are not developed for recreation or opened to the public, some are operated at levels below their potential capacity, and sometimes recreation lands are even closed for lack of maintenance funds.

Issue 5-D: Future impact of private philanthropic funding is uncertain

Private and philanthropic funding has been an important source of support for recreation in the region, for both land acquisition and development, but its impact is, inevitably, limited and its future contribution is uncertain. Moreover, charitable funding is rarely available for ongoing operations and maintenance. Whatever the economic climate, the problem remains that the magnitude of financing required to acquire the needed public land base is likely to be far greater than what will be available from private sources.

Issue 5-E: Expanding the sources of recreation user revenue on public lands has proven difficult

Efforts to impose new user fees or to increase fees have typically met with strong public opposition, at least initially -- for example, with Washington state parks in recent years, and with the U.S. Forest Service's Recreation Fee Demonstration Program. A further problem with user fees is that, in many cases, user fees go to a general fund and are off set by a reduction in budget allocations to the park (or forest) system, thereby producing no net increase in funding. Public opinion on user fees would seem to be an ideal target for educational efforts. Greater acceptance of user fees could make a significant contribution to recreational funding needs.

Planning and Coordination Issues

Outdoor recreation operates at a systems and a landscape scale, across large areas and many ownerships. Coordination among land managers and systematic planning are needed for the whole range of management decisions, from initial decisions about what land (or what rights to land) to acquire, through recreation development, to on-going operations. In addition to detailed land use plans for individual blocks of land, a regional approach to planning, coordination, and delivery of services is essential. Broad public participation in regional recreation planning and management is a fundamental requirement.

One of the most effective approaches to dealing with outdoor recreation issues is organized coordination for land base protection and recreation management among many participants, over a somewhat broad area. State government should have a principal role in such projects through: stimulating the establishment of projects; helping coordinate activities, particularly of public agencies; helping finance project activities; providing technical assistance and services; and, fully participating through management of state lands consistent with project plans.

Issue 6-A: Inadequate planning and management coordination among public land managers

Despite the efforts of dedicated staff in every agency, coordination and collaborative planning among public land management agencies are spotty and inadequate because of staffing shortages, overwhelming work loads, and funding shortfalls.

Issue 6-B: Inadequate coordination between private and public land managers

Expanded cooperation on data collection and analysis, planning, land acquisition, facilities development, and land management is needed between the major private land owners -- primarily forestry companies -- and public land and recreation management agencies. Coordination on some aspects of recreation is long-standing, such as on road access; some other kinds of existing cooperation are mainly regulatory, as in DNR's supervision of forest practices regulations. Projects mediated by non-profit organizations have proved to be an effective way to organize cooperation between private and public land owners.

Issue 6-C: Inadequate data for planning and management

The current state of knowledge about outdoor recreation in the study area and the whole Puget Sound region is fragmentary and inadequate for long-range planning. Existing data collection efforts have been sporadic and sometimes incomplete. There is a pressing need for more information on land ownership, existing recreation use, trends and demand for future recreation, economic values of recreation, compatibility of recreation with other uses, impacts of recreation on other resources and environmental quality, and recreation needs as perceived by user groups. Spatially-referenced data should be compiled into a GIS data base.

Equally important as gathering the data is the need for analysis and reporting of findings. Compilation of data from multiple sources, and data analysis, might best be done by an organizational unit that is focused solely on data analysis and study.

Strategy Recommendations

The recommendations of this study identify strategies needed to help resolve issues and provide for adequate public outdoor recreation opportunities in coming years. The recommendations are not intended to specify actions by state agencies and other parties to carry out these strategies (although some suggestions are made for specific actions, where the appropriate action is fairly clear). Instead,

detailed implementation planning for these strategies needs to be done collaboratively by the legislature, agencies, non-governmental organizations, and others who will carry out the actions.

Land Base Strategies

Strategies to protect and provide the land base are most basic. An early and continuing activity of outdoor recreation planning and management must be to assure that the land base necessary for outdoor recreation is protected.

Land Base Strategy 1: Significantly expand the publicly-owned land base for outdoor recreation
Government at all levels should significantly expand the publicly-owned land base for outdoor recreation by acquisition (title, easements, or development rights) of lands with essential recreation resources especially strategic lands, large contiguous blocks of accessible land, and lands where development is likely. The objective for land base acquisition should be to bring into public ownership enough land of the right types and in the right locations to provide for the non-consumptive outdoor recreation needs of the public in the study region over the next several decades. It should be assumed that some of the land base for hunting and sport fishing will be provided by private forest lands.

Land Base Strategy 2: Support land acquisition by public interest non-profit groups
Washington State should support land acquisition efforts by land trusts and other public interest non-profit groups by: encouraging, participating in, and cooperating with land acquisition projects; accepting land acquired through these efforts and managing it in ways compatible with the reasons for which it was acquired; and, expanding cooperation in financing land acquisitions, including developing innovative partnerships for financing.

Land Base Strategy 3: Reduce disincentives for private owners to keep land in forestry, and to keep forestry land open to public recreation

State and local government should act to mitigate disincentives that work against keeping land in commercial forestry, and keeping that land open to the public for recreation. The costs of reducing these disincentives are justified because of the public benefits -- recreation, water quality, wildlife habitat, scenery, etc. -- derived as a result. The cost of reducing these disincentives also will be far less than the cost of acquiring the land to provide these benefits. Aspects of the problem and needed actions are:

- Competing land use values: apply land use planning tools and development controls.
- Injury liability exposure: legislative remedies.
- Costs for cleanup and damage: a multi-faceted legislative and administrative program to provide public financial assistance, facilitate user fee programs, and protect land owners from unreasonable liability for “taking” of threatened or endangered species.
- Opportunity costs for timber harvest foregone: commission a project to resolve policy issues concerning public recreation on private forestry lands.

Planning Strategies

Planning Strategy 1: Promote and support regional land protection and recreation coordination projects

Region-wide: State government should take the lead to organize a region-wide coordination effort to help identify, initiate, and carry out multi-party land protection and recreation planning projects in particular parts of the region. The effort could be structured as an *ad hoc* committee with support

from state and local government and possibly the private sector. Participants would include land and recreation agencies, recreation user groups, private forest land owners, land trusts, academic research units, and others. The committee would identify needs and opportunities for recreation planning projects, and would help mobilize resources to carry them out and coordinate participation.

Local scale: state government should help fund, participate in, and, if needed, organize and coordinate several projects distributed through the region to cooperatively plan for recreation and to protect the needed land base. These projects should be of two main types:

- Greenway projects likely would be centered on major road corridors; emphases would include land acquisition to secure an adequate land base for multiple public purposes, recreation among them, and coordination of recreation planning and management; and,
- Management plans would entail cooperative planning for large blocks of more or less contiguous land in multiple ownerships where recreation is an important use; these projects would aim to identify appropriate places for recreation activities and other land uses, design management guidelines for compatible recreation and to avoid detrimental impacts, establish agreements for on-going management, and achieve land base consolidation. Management planning projects also would provide information and experience to help resolve key issues, such as the economic value of recreation, compatibilities among types of recreation and between recreation and forestry, and ways to expand recreation on DNR trust lands. Two pilot management planning projects should be launched in the region in the first year.

The roles of state government in these planning projects would be provision of funding, participation by state agencies, and provision of technical assistance and data.

Planning Strategy 2: Establish and support a regional recreation research institute (NWRRI)

State and federal agencies and the Legislature should support the establishment at a state university of a regional research and policy center or institute for outdoor recreation and related resources. The institute would collect and compile data from all sources (agencies, land owners, user groups, academia), conduct research, and assist agencies, non-profit groups, and others with policy development and with management- and policy-oriented research and planning projects.

The capabilities developed at Huxley College of the Environment at Western Washington University as part of this present Cascade Foothills Recreation Study form a foundation for such a regional institute and should be supported into the future and expanded. Provisionally, the institute could be titled the Northwest Recreation and Resources Institute (NWRRI). State action to help establish and support the institute would include partial funding, and collaboration by agencies in sharing data and staff expertise and in using the research services in policy development and management planning.

Planning Strategy 3: Collect essential data on recreation in the region

Government, land owners, user groups, non-profit organizations, and all others interested in the future of outdoor recreation in the region should support collection and compilation of a variety of kinds of data needed for planning and management. State government should provide program support for the research institute (NWRRI) and cooperation by agencies in compiling data collected in the course of their operations.

Planning Strategy 4: Expand coordination among all levels of government

Increased interagency coordination and cooperation is necessary at all stages of the outdoor recreation management process: planning, funding, protection of resources, and implementation and evaluation

of programs. Both collaboration on the projects discussed in preceding recommendations, and broader-based expansion of coordination, are needed.

At the state level, a particularly useful initiative would be expanded coordination by the three agencies managing large areas of land and natural resources (Department of Natural Resources, Department of Fish and Wildlife, and State Parks and Recreation Commission). One form of collaboration might be cooperative management of particular areas, within the framework of area-specific management plans prepared cooperatively by those agencies with other interested parties, as discussed above. Candidate sites include the Capitol Forest in Thurston County, Blanchard Mountain in Skagit County, and a number of other areas throughout the study region.

Planning Strategy 5: Develop an educational campaign for public understanding and support
Public agencies, private companies, and non-profit groups involved in outdoor recreation should collaborate in a regional and perhaps statewide campaign to raise awareness and educate the public about the issues in public outdoor recreation and the needs for action and funding. The increased political support derived from this campaign will be the essential foundation for implementing the various other strategies recommended here.

Financing Strategies

Financing Strategy 1: Determine factual basis for evaluating recreation as public land use
The state should support (possibly through the regional research institute, NWRRI, discussed above) research to establish the factual basis for determining the economic value of public recreation as a land use.

Financing Strategy 2: Aggressively pursue federal funds and increased state funding
State and county agencies, and state and federal legislators, should continue to aggressively pursue federal grant and other funds and state appropriations to increase the total funding available for both land acquisition and recreation development and management. Additional funding sources should be developed at the state level; options include an endowment fund and a revolving fund. Current policy and procedures for allocating state grant funds for recreation should be reviewed to ensure they are consistent with contemporary needs and priorities.

Financing Strategy 3: Develop policy for user fees
State government should develop policy that will support expansion of recreation user fees on public lands, and application of user fees by private forest land owners without compromising their liability exposure or the tax status of the land.

Financing Strategy 4: Support innovative non-profit or private sector financing
State and federal government should support development of innovative financing mechanism by non-profit organizations or the private sector, primarily for land acquisition.

Management Strategies

Management Strategy 1: Revise public land management policies to recognize importance of recreation

State government (the Legislature and state land and resource management agencies) should revise public land management policies to give significantly higher importance to outdoor recreation as a use of public lands.

Management Strategy 2: Prepare or update land management plans

State agencies should update management plans (or prepare plans, if none yet exist) for all units of state-owned land to provide guidance for management that is consistent with revised recreation policies and with current conditions and needs. Some management plans, of particularly complex or controversial areas, should be done as pilot projects (as discussed above) to help develop improved planning to better incorporate recreation.

Management Strategy 3: Support user group contributions in education, planning, and management

Government, landowners, non-profit organizations, the outdoor equipment industry, and philanthropic funding organizations should strengthen their support for the programs of user groups such as trails, hiking, off-road vehicle, conservation, and other clubs that assist with recreation planning, development, management, and education. Support can take the form of increased cooperation, funding, partnerships, and so on. New approaches can be tried to have user groups or outdoor recreation companies operate and manage particular sites or facilities.

Management Strategy 4: Manage more effectively for recreation as multiple use

Land managers must more effectively manage multiple uses involving recreation. Improved management will be based on plans that apply better understanding of recreation impacts, and that establish more effective guidelines and procedures to minimize impacts between incompatible uses and avoid detrimental environmental or resource impacts. Improved multiple use management also will require cooperation and participation by recreationists and user groups.

I. Introduction

A. Objectives

The primary purpose of the Cascade Foothills Recreation Study and of this report is to provide a comprehensive set of recommendations for strategies to resolve outdoor recreation issues and provide opportunities for high quality public outdoor recreation over the next several decades in the study region.² The emphasis is on strategies for state government action, often in partnership with non-governmental organizations, private forest land owners, and federal and local government agencies.

The study attempts to do this by reviewing current outdoor recreation resources, activities, and issues in the region, and evaluating alternative approaches and policy options in the light of experience in the region and elsewhere. The study considers both public and private lands; the emphasis is on state lands, and on the role private forest lands can play in public recreation.

The study reviews and attempts to synthesize information from the many agencies, other organizations, and individuals working on outdoor recreation issues in northwest Washington. The study contributes to the overall information base by a geographical information system (GIS) analysis of land status and topographical data to estimate amounts of land in various ownership categories in the study region. A wide variety of sources -- published reports, agency and non-governmental organization (NGO) reports, news accounts, and interviews with numerous individuals -- form the basis for the identification and analysis of issues and strategies. Particular assistance has been obtained from a workshop of invited representatives from a wide spectrum of groups involved in outdoor recreation convened in early March, 2001, to collectively identify, analyze, and suggest approaches to resolving issues.

Many dedicated and capable individuals and organizations have been concerned with outdoor recreation issues -- principally the adequacy of the present and future land base, and conflicts between recreation and forestry and among types of recreation -- in the northwest Washington region over at least several decades. The intended contribution of this study to the continuing debate is to attempt a comprehensive overview of the situation and a synthesis of available information into a logical structure, which, in turn, allows formulation of a set of recommended strategies to try to deal comprehensively with the many intertwined issues.

The report is organized in four parts:

1. introduction to the study;
2. overview of outdoor recreation in the region and the regional context that affects its future;
3. identification and discussion of issues; and,
4. recommended strategies for attempting to resolve those issues.

B. Background to Study

The study grew out of a widespread, long-standing concern over the availability in future years of outdoor recreation lands for the growing population of the Puget Sound region. In early 2000, Washington State Senator Ken Jacobsen and co-sponsors Senators Oke, Kohl-Welles, Fraser, and Spanel introduced Senate Bill 6552, which briefly discussed many of the issues, and called for a

² The study region is defined in Senate Bill 6552, which established the study, as the area between 300' and 3,000' in elevation in six counties: Thurston, Pierce, King, Snohomish, Skagit, and Whatcom.

review of outdoor recreational needs and opportunities in the western Cascade foothills.³ Funding was approved late in the session and in June 2000 the State Parks and Recreation Commission, as administrator of the funds, awarded a contract to Western Washington University to carry out the study through Huxley College of Environmental Studies.⁴

C. Project Tasks and Staff

Main tasks of the Cascade Foothills Recreation Study have been to examine the current situation and future prospects for outdoor recreation in the region, to identify and analyze issues and the options for resolving problems, and to devise recommended strategies.

The scope of the study has been comprehensive, in that it has considered the whole region, all land ownerships, all relevant forms of outdoor recreation, both the management and the impacts of recreation, the relations of recreation to other land management regimes (e.g., growth management, comprehensive planning, other land uses especially forestry, endangered species protection), and all identifiable aspects of solutions to the problems from planning to management and education to financing. The study in its analysis also has attempted to probe fundamental aspects of issues, particularly in examining the land base and other resource requirements of outdoor recreation, the impacts of recreation on resources and other land uses, and the objectives and effectiveness of management.

Specific tasks have included:

- compilation of available information on land ownership (from the Washington Department of Natural Resources [DNR] and other agency data bases), delineation by GIS of study region boundaries based on elevation, and estimation by GIS analysis of land areas in each ownership category within the study region;
- consultation with staff of federal and state land management and recreation-related agencies for information on planning, management, funding and other related processes and issues;
- consultation with county parks departments -- and some planning or forestry departments -- in the six counties in the region for information on land ownership, management, and funding issues;
- consultation with major private commercial forest land companies in the region on recreation management policies and issues;
- consultation with organized recreation user groups for information on patterns of recreation, trends, issues, and availability of summary data on regional recreation;
- consultation with staff and review of reports and other commentaries on non-governmental sector land protection efforts in the region and elsewhere;
- consultation and review of reports on regional land management organizations, both in the region and elsewhere, for information on approaches, structures, policies, successes and failures, and other aspects that could yield lessons applicable to the study region and recommended strategies;
- review of relevant agency reports and available data;
- review of available data and of news reports on current recreation issues, and on the regional context influencing the future of outdoor recreation (e.g., development and transportation patterns, growth management and comprehensive planning, demographics, etc.); and,
- holding a workshop to obtain collaborative analysis of recreation issues and possible solutions from representatives of a wide spectrum of interested groups (reference to the workshop will be made throughout this report).

³ See Appendix 1 for the text of Senate Bill 6552.

⁴ The college name has been changed to Huxley College of the Environment.

The study was carried out by Jim Allaway, Visiting Associate Professor, Huxley College, as project lead, and John Miles, Professor, Huxley College. Chad Dear, graduate student at Huxley College, assisted with research. Michael Villecco served as short term contract GIS analyst.

II. Outdoor Recreation in the Region

A. Overview

1. Outdoor Recreation Activities

For this study, “outdoor recreation” refers to a range of activities carried out in a setting with certain qualities, and which produce a particular experience. The activities are primarily though not exclusively human-powered: walking and hiking; water activities like wind-surfing, tubing, sailing, rafting, canoeing; bicycling, including touring and mountain biking; winter sports including snowshoeing and skiing; hunting, shooting, and fishing; nature study, such as bird watching and nature photography; horseback riding; and air activities such as hang gliding, paragliding, and ballooning. Motor-assisted outdoor recreation activities include motor-boating, snowmobiling, ORV riding, and automobile touring to view scenery.

The setting for the kind of outdoor recreation considered in this study is the rural outdoor environment, generally outside of designated urban areas and on relatively undeveloped land. In the Cascade Foothills region this environment is primarily forest land, together with some stream and river valleys and riparian corridors. The experience of outdoor recreation depends to some extent on the nature of the setting; that is, the rewards of the activity are derived partly from the outdoor and relatively natural setting in which it occurs.

The range of outdoor recreation activities that occur in the Cascade Foothills region is very broad. Major rivers in the region include the Nooksack, Skagit, Stilliguamish, Snohomish, Skykomish, Snoqualmie, Puyallup, and Nisqually; these, along with dozens of lesser streams, are used for water-related activities. Sport fishing is a common activity in these waters, as well as in the many lakes and ponds. Both motorized and non-motorized boating are popular.

Upland from the streams, activity is diverse. Walking and hiking are popular in the lower regions, while in the higher eastern edge of the area overnight hiking and backpacking are common. Mountain biking is an increasingly popular activity throughout the region, as is motorized vehicle off-road activity. Hunting of upland game is popular in season, as are snow activities in the rare periods when there is snow below 3,000 feet. Camping of various types is popular along road corridors, with some backcountry camping occurring in the eastern upland areas accessible by trail. Wildlife watching and nature observation, though highly seasonal, are common in many areas.

No data are available that specifically describe the outdoor recreation use of the study area. Data gathered for the state by the Washington Interagency Committee for Outdoor Recreation (IAC) is currently being analyzed and should provide the best information available to date on uses in the region.

2. Characteristics of Users

The people who engage in outdoor recreation activities in the study region are a varied lot, reflecting the demographic diversity of the region. Available information indicates that virtually all segments of the region’s population, long time residents and new comers alike, participate actively in one kind or another of outdoor recreation. The range of activities, the obvious intensity of use many places, the abundance of commercial support services and related industries, and the number of user groups and

recreation-oriented interest groups all testify to the importance of the activity in the region and the breadth of participation.

However, no scientifically gathered information is currently available on the characteristics of outdoor recreationists in the region and their activities and preferences. The Mt. Baker-Snoqualmie National Forest conducted a fairly extensive visitor study in the mid-1990s but the data gathered have not yet been fully analyzed; no other recent research has been conducted, as far as this present study can determine. The IAC study mentioned above is expected to provide contemporary information on outdoor recreation participants for broad regions of the state. Additional research on characteristics of users and activities in the region is needed to support outdoor recreation planning and management of all kinds.

Despite the lack of comprehensive data, several broad generalizations seem reasonable. One is that in the lower elevations of the study area, on public lands with relatively easy access and potential for outdoor recreation, diverse users are present. Trail systems in this zone are administered by county, state, and federal agencies, and are heavily used by people of all ages from nearly all socioeconomic groups. A second generalization is that the more difficult the access -- a function of distance from population centers, developed facilities, and terrain conditions -- the more narrow the range of visitors. In the eastern reaches of the study area, at the upper end of major watersheds, more equipment and knowledge is necessary, as well as the use of private transportation to reach the area. Users of this area tend to be in a narrower range of socioeconomic groups. It seems likely that the further one goes upward from the 300' contour in the region, the narrower the range of visitor types.

3. User Groups and Organizations

Organized outdoor recreation groups are numerous and varied in the region, reflecting the major role outdoor recreation plays in the northwest lifestyle. Again, comprehensive data describing how these groups and their members use the region are lacking; user groups themselves focus their energies on promoting outdoor recreation itself, rather than collecting data on their members and their activities.

One of the largest of the outdoor recreation clubs in the communities in and adjacent to the study area is The Mountaineers, with active groups in Bellingham, Everett, Seattle, and Tacoma. Examples of other groups in the area include the Backcountry Bicycle Trails Club (Seattle), Backcountry Horsemen of Washington, Cascade Orienteering Club, Issaquah Alps Trails Club, Mt. Baker Hiking Club (Bellingham), Northwest Fly Anglers, Northwest Women Flyfishers, North Cascades Institute, Pacific Northwest Trail Association, Skagit Alpine Club (Mt. Vernon), Washington ATV Association, Washington Kayak Club, Washington State Hi-Lakers, Washington Trails Association, and Whatcom Independent Mountain Peddlers (Bellingham).

Other groups that take recreational users into the study area include college and university outdoor clubs and programs, the Boy Scouts, YMCAs, city and county recreation programs, and outings organized by outdoor equipment retailers such as bike shops and general outdoor stores. A glance through regular or occasional supplements of area newspapers and the usually quarterly program schedules of municipal and county recreation programs reveal the extent of outdoor recreation activity, a good part of which occurs in the study area.

4. Recreation Locations

The Cascade Foothills region is physically well suited for outdoor recreation. It offers abundant scenery and terrain ideal for a wide variety of activities, including trail-dependent uses such as hiking,

mountain biking, and ATV riding. The topography of the region generally becomes steeper from west to east. Lower areas (above the 300' contour and below 1000') in the west generally offer the gentlest terrain. To the east, the valleys of major rivers narrow and topography is steeper and becomes increasingly more complex. To the west, locations for outdoor recreation are abundant; in the higher and steeper terrain they are scarcer. Roads penetrate the area from the population centers at the western edge of the region primarily along the relatively flat terrain of stream valleys. Since access points for outdoor recreation tend to be below 1,000', they become fewer heading west to east.

Wetlands of various types are widely distributed, particularly in the lowlands of the region. Wetlands include seasonally flooded basins and flats, wet meadows, deep or shallow marshes, and swamps with tree and shrub cover. The vegetation throughout the area is profuse and dense except in relatively closed-canopy forests which discourage understory growth. Cross-country travel off roads and established trails is difficult. Thus most locations for outdoor recreation in the region depend on maintained systems of roads and trails.

The mid-montane topography of the eastern part of the region is characterized by different ecological communities but vegetation here is no less dense than in lower areas (the high-montane zone lies above the 3,000' contour and is out of the study region). The higher and steeper the terrain, the more the need for developed trails systems for most outdoor recreation activities. Also, as a generality, the higher and steeper the terrain, the fewer suitable locations there are for outdoor recreation.

Most of the best locations for outdoor recreation in this area are on the lower foothills, where dense conifer forest cover predominates. This is the portion of the study area also ideal for growing timber, and consequently much land in this zone is privately owned tree farms and other commercial production operations. Many other smaller parcels, usually five to twenty acres, are owned by individuals for residential or future development use. Some public land is found in this zone, but less than in the steeper and higher eastern part of the study area. However, the most heavily used public locations are in the public lands in the western zone. Non-motorized recreation use of some private lands in this area -- primarily large scale commercial forest land -- also is high, for instance, the increasingly popular sport of mountain biking.

Climatological factors also affect the suitability of particular locations for recreation, both indirectly - through influences on vegetation types, land forms, and water bodies -- and directly. In general, precipitation increases and ambient temperature decreases from west to east in the study region. Thus, while outdoor recreation may be attractive year-round in the western edge of the region, there are periods when snowfall and heavy rainfall substantially limit use of the eastern part. Road washouts are common and persistent heavy rainfall discourages outdoor recreation use in the eastern portion during the winter months (to some extent it discourages use throughout the area during winter months). Snow sports are sometimes possible, but snowfall is only occasional in the region.

5. Supportive and Facilitative Infrastructure

Access points to recreation locations in the region are reached primarily via the road system using private automobiles. Main access routes are: state route (SR) 542 and SR9 in Whatcom County; SR20 and SR9 in Skagit County; SR530, US2, and Mountain Loop Highway in Snohomish County; SR202, SR410, and US90 in King County; SR507, SR162 and SR165 in Pierce County; and, SR7 and SR702 in Thurston County. These highways mostly follow major streams and valleys, and generally run east-west. Secondary roads branch off these main roads, extending eastward into an extensive network of mostly logging roads on public and private land. The study area is laced with thousands of miles of

dirt logging roads used for access by hunters, fishers, hikers, ATV riders, and other outdoor recreationists.

The road access pattern is typified by highway SR 42 in Whatcom County running east to west in the main-stem and North Fork valleys of the Nooksack River. This connects with north-south Highway 9, which in turn connects with Mosquito Lake Road, which allows access to logging roads on both public and private lands west of the Sisters Mountains. This area is heavily used for ATV riding, fishing, mountain biking, and hiking access to high lakes and mountains to the east. These logging roads are generally open; occasional closures are imposed due to fire danger, and road access to some state and private land is closed because of persistent vandalism. Some roads are gated and permanently closed to motorized vehicles; non-motorized use of such roads beyond gates is common.

The study area also has numerous and extensive trails systems maintained by county, state, and federal agencies and, some places, user groups. Trail systems are much less common on private land, though many “unofficial” trails are created, used, and sometimes maintained with the tolerance of landowners. Some forest companies cooperate with user groups in trail establishment on their properties. Several rail-to-trail projects (conversion of abandoned railroad grades to use as trails) are found in the region, including King County Parks and Recreation’s Cedar River Trail, Coal Creek Trail, Issaquah Creek Trail, Lake Wilderness Trail, Preston Snoqualmie Trail, and the Snoqualmie and Upper Snoqualmie Trails. The Washington DNR has the Preston and West Tiger Mountain railroad grades, and the State Parks Commission the Wallace Falls railway grade. Local coalitions have formed to promote rail-trails, including the Pierce County Foothills Rails-to-Trails Coalition and the Snohomish-Arlington Centennial Trail Coalition.

Trails are extensive in the Issaquah Alps, Green River, White River, Stilliguamish, and Skagit River areas. The Issaquah Alps trail system demonstrates the potential for trail development in the study area. It offers over 200 miles of walking trails accessible by automobile within a short drive from the major population centers of King County. Many Issaquah Alps trailheads are accessible from public transit lines. Hiking possibilities range from quarter-mile strolls to strenuous trips in excess of 12 miles on land cooperatively managed by state and county agencies. County park departments from Whatcom to Pierce counties maintain trails. Some private timberland owners who do not build and maintain trails allow abandoned roads and other routes to serve as trails for recreation users.

Access points to trails and water in the region are of many types. Many are “official” access points with parking developed by the managing agency. Public access to water is provided on nearly all rivers by the Washington Department of Fish and Wildlife. Trailheads in the upper reaches of the study area often provide minimum parking area.

6. Supportive Resources

A great deal of information is available about recreation opportunities in the study area, much of it from a wealth of guidebooks and maps available at most outdoor stores. The Mountaineers and Sasquatch Books are the main publishers of guidebooks in the Pacific Northwest, and between them have an array of publications that cover the Cascade Foothills. Foremost among them, for hikers, is Walks and Hikes in the Foothills and Lowlands Around Puget Sound by Harvey and Penny Manning (The Mountaineers, 1999). Others are Bob Mooers’ Winter Hikes in Puget Sound & the Olympic Foothills (Sasquatch, 1998), John Zilly’s Mountain Bike! Northwest Washington (Sasquatch, 1998), and Fred Wert’s Washington’s Rails-Trails, 2nd ed. (Mountaineers, 2001). Useful maps include the USGS topographic series, the Green Trails series covering the eastern part of the study area, and

DeLorme and Metsker Maps which treat the western part more thoroughly. National Forest maps also cover some portions of the study area.

Another information source is the internet, complementing print resources. A great variety of web sites offer information about recreation in the study area, and this source of information is constantly growing and changing. Numerous clubs and organizations maintain internet web sites that provide information about organized trips, condition of trails, and opportunities to volunteer. Examples include:

- the Issaquah Alps Trail Club (<http://www.issaquahalps.org>),
- the Backcountry Horsemen of Washington (<http://www.bchw.org>),
- The Mountaineers (<http://www.mountaineers.org>),
- the Mt. Baker Hiking Club (<http://www.bcse.com/mbhc>), and
- the Washington Trails Association (<http://www.drizzle.com/~wta>).

Government agencies provide useful information on their web sites. Examples are the Washington State Parks and Recreation Commission (<http://www.parks.wa.gov>), the Washington State Department of Natural Resources (<http://www.wa.gov/dnr>), and the Forest Service's Mt. Baker-Snoqualmie National Forest (www.fs.fed.us/r6/mbs). Some web sites that give information to users are local and maintained by individuals or user groups. An example is <http://www.GalbraithMt.com> which gives detailed trail information about a mountain biking system on mostly private land near Bellingham. It offers maps, trails descriptions, and other resources for a very popular mountain biking area.

B. Regional Setting

Outdoor recreation issues grow out of a host of influences in the social, economic, and political/legal environment of the region. In this section we highlight some of the principal links between conditions and trends in the region on the one hand, and the outdoor recreation situation and its major issues on the other. Subsequent sections of this report discuss more fully the influence of some of these factors on outdoor recreation. This study attempts no comprehensive analysis of these diverse and complex social, economic, and political conditions.

1. Population

The national census conducted in the year 2000 provides up-to-day information on human population in the study region. Current population and changes over three decades are shown in Table 1. The six counties that include the study area are part of the most populous region of Washington state, constituting 60% of the state's total population.

Four of the six counties in the study region had population growth rates over 25% for the past decade, ranking in the top one-third of Washington's counties for rate of population growth (see Table 2). The other two counties -- King and Pierce -- had slower rates of growth but their total increase in population was still large because they are the two most populous counties in the state. Overall, the region has seen a dramatic increase in population in recent decades and is projected to continue to sustain significant growth in coming years (see 10 and 20 year projections in Table 1).

Table 1. Regional Population by County: Change Over Three Decades

County	Population ('000s)			
	1990*	2001*	2010**	2020**
King	1,507	1,758	1,840	2,031
Pierce	586	713	812	917
Skagit	80	104	126	153
Snohomish	466	619	720	837
Thurston	161	210	268	325
Whatcom	128	171	193	224
Region Total	2,928	3,575	3,959	4,487
Washington State Total	4,867	5,975	6,693	7,610

(Region Total = 59-60% of State Total)

* Census estimates ** Projections

Source: Washington Office of Financial Management, Dec. 1995 (1990 estimates, 2010 and 2020 projections), June 2001 (2001 estimates)

Table 2. Regional Population by County: Statewide Ranking, Rate of Increase Over Past Decade, Statewide Ranking of Rate of Increase

County	2001 Pop'n Ranking *	Rate of Increase 1991 to 2001	Rate of Increase Ranking *
King	1	14.0%	27
Pierce	2	18.2%	18
Skagit	10	25.7%	11
Snohomish	3	27.8%	8
Thurston	8	25.1%	12
Whatcom	9	29.1%	5

* Of 39 counties in Washington

Source: Washington Office of Financial Management, June 2001

2. Economy

The growth of the economy of the Puget Sound region of northwest Washington over the past couple of decades, and its diversification away from historical dominance by a few industries such as timber, agriculture, and the aircraft manufacturing and into new sectors such as technology, have supported population growth, driven an expansion in personal wealth and disposal income, and helped finance the spread of urban and suburban developments into the countryside. These trends, in turn, have been major influences in increasing the amount of outdoor recreation, shrinking the land base available for recreation in many places (but also increasing it at some sites), and increasing the competition and conflicts between recreation and other kinds of land use and between different kinds of recreation. The current economic downturn (as of mid-2001) is unlikely to reverse these trends over the long term.

3. Land Planning and Conservation

A variety of initiatives in land planning and conservation in the region have been motivated by a broader range of concerns but are significant for outdoor recreation in their successes or failures to

help protect the recreation land base. Washington's growth management program -- based on the Growth Management Act of 1990 (and later amendments) -- aims to abate land use trends that, among other undesirable effects, tend to diminish the land use base for public outdoor recreation. Concentrating future growth in already developed areas -- by designation of urban growth areas, zoning, and a variety of land development control tools -- is a fundamental part of the program aimed at reducing sprawl and preserving the character of rural areas. Acting through county comprehensive plans, the growth management program strives to protect from development open space and recreation lands as well as natural resource lands (including the large scale forestry lands that support significant amounts of public recreation), important wildlife habitat, and environmentally sensitive areas.

Non-profit land protection trusts have been very active and effective in the region, in partnership with public land agencies and private land owners -- principally the large forest companies. Together they have protected numerous areas important for recreation (as well as for other values such as wildlife habitat, environmental quality, scenery, and so on) through exchanges, purchases, donations, easements, and a variety of other tools. Often these efforts consolidate land from a patchwork of ownerships into blocks under similar management, and put lands with high public values -- such as recreation -- into public ownership in some protected status. Although these efforts have been particularly important in adding to the public land base for recreation (and other linked purposes), these projects have been financed by a combination of private donations and public funds; as discussed later in this report, the future of private and corporate philanthropy in the region and the continued availability of public funds (federal, state, or county) may be made more uncertain by current economic conditions.

4. Environmental Protection

A range of legal requirements for environmental protection have strengthened significantly in recent years, with generally beneficial results for recreation. Perhaps most prominent are laws that apply to all land ownerships, such as the federal Endangered Species Act and the state's recent revisions to shoreline management rules.

The listing of numerous Puget Sound salmon stocks as threatened or endangered may well prove to be one of the most widely influential environmental protection actions in the study region, as its implications are fully realized and programs are put into place to comply with its requirements. With respect to recreation, on the one hand salmon habitat protection can add great weight to multi-purpose land protection programs and projects that expand the public land base for recreation, among other uses; on the other hand, required salmon protection may place some added restrictions on particular recreational developments and allowed uses.

At the local level, expanded watershed planning is another example of a trend toward increased environmental protection that can benefit recreation, through land use controls or public land acquisition that expands the available land base. As long as recreation is managed in ways that keep it compatible with environmental quality considerations such as wildlife (including fish) habitat and water quality, then increased attention to environmental quality in land use management tends to expand recreation opportunities.

III. Issues for Outdoor Recreation

This study focuses on identifying and analyzing the issues facing public outdoor recreation in the region over coming decades, and on trying to devise strategies to deal with and alleviate the problems they pose. The term “issues” encompasses several concepts: difficulties, problems, and dilemmas that are encountered, constraints and obstacles to carrying out a program or fulfilling a potential, and worries and concerns that supporters or proponents may have.

Understanding of outdoor recreation issues is enhanced by grouping them into four categories:

- land base issues;
- land management issues, for public and for private lands;
- financing issues; and,
- planning and coordination issues.

In discussion of issues (and, subsequently, of recommended strategies to resolve these issues), this study frequently distinguishes between the situation on public lands and on private lands (mostly large scale commercial forestry lands). Numerous issues (and their solutions) have significantly different manifestations on public and on private lands because of differences in management objectives, funding sources, and other aspects.

However, other outdoor recreation problems are very similar on public and on private lands. The compatibility or conflicts between recreation and other land uses, between types of recreation, and between recreation and preservation of environmental quality, all are more functions of the activities and the land itself than of ownership. Likewise, the impacts of littering and illegal activities on resources and the difficulties of controlling these activities are similar in many respects for public and private lands. Even the difficulty of capturing the economic value of outdoor recreation and using it to support recreation (by acquiring or justifying the land base or by funding management) is similar in many respects on both public and private lands.

The similarity between issues on public lands managed for timber production and on private forest lands deserves special note. In the study region, public timber lands are mostly DNR-managed trust lands and the discussion of several issues focuses on these lands.

Land Base Issues: Amount of Land in Public or Large Scale Private Ownership

Issue 1-A: Inadequate land base for the future

Issue 1-B: Shortage of strategically important lands

Issue 1-C: Difficulties and high costs of expanding the public land base

Issue 1-D: Future of the private forest lands portion of the land base is uncertain

Land Base Issues: Amount of Suitable Land Managed for Public Outdoor Recreation

Issue 2-A: Reductions in useable land due to management policies on DNR trust lands

Issue 2-B: Reductions in useable land due to management policies on private forest lands

Issue 2-C: Withholding of watersheds from public recreation land base due to management policies

Public Land Management Issues

- Issue 3-A: Inadequate policy recognition of recreation as an important product from public lands*
- Issue 3-B: Management practices that unnecessarily restrict or hamper recreation*
- Issue 3-C: Conflicts between recreation and other uses, and between types of recreation*
- Issue 3-D: Inadequate institutional support for recreation management*

Private Land Management Issues

- Issue 4-A: Private lands will provide only limited public recreation opportunities*
- Issue 4-B: Low revenue from recreation on private lands*
- Issue 4-C: Land owner concern about exposure to injury liability*
- Issue 4-D: Current and potential costs of cleanup*
- Issue 4-E: Opportunity costs (lost timber production) from production of public recreation*

Financing Issues

- Issue 5-A: Underlying failure of public land management policy to adequately value recreation*
- Issue 5-B: Inadequate public funding for land base acquisition*
- Issue 5-C: Inadequate public funding for recreation development and management*
- Issue 5-D: Future impact of private philanthropic funding is uncertain*
- Issue 5-E: Expanding the sources of recreation user revenue on public lands has proven difficult*

Planning and Coordination Issues

- Issue 6-A: Inadequate planning and management coordination among public land managers*
- Issue 6-B: Inadequate coordination between private and public land managers*
- Issue 6-C: Inadequate data for planning and management*

A. Land Base Issues

Land base issues arise from the basic question of whether there will be adequate land (and water) available for public outdoor recreation over coming decades. The situation has two dimensions: whether the present land base will remain available in the future, and, whether the land base can be expanded in the future to support increased use over time.

Land base issues overlap in numerous ways with the other issues discussed in this report.

- Land management issues: whether particular places are part of the recreation land base depend on what objectives the land is managed for and what uses are allowed on it.
- Financial issues: whether enough land is owned by public recreation management agencies depends partly on the costs and available funding for land acquisition, and, whether land is managed for and open to recreation depends partly on available funding for development, operations, and maintenance.
- Planning and coordination issues: whether the recreation land base can be expanded, and whether particular places are managed for recreation, depends partly on the success of regional planning projects and coordination among land owners, recreation users, and other interested groups.

A preliminary GIS analysis of available data on land ownership within the region included in the Cascade Foothills Recreation Study shows the amount of land in the main categories of ownership (Table 3). The implications of this distribution of land among the various ownership categories are discussed in numerous of the following issues.

Table 3. Estimated Ownership of Land in Study Region, by County (figures in '000 acres). *

	County							
Type of Ownership	King	Pierce	Skagit	Snohomish	Thurston	Whatcom	Sub-Total	% Region
Federal								
National Forest	103.6	21.4	109.9	222.5	0.6	93.4	551.4	17.4%
National Park		11.4	18.8			99.9	130.1	4.1%
BLM and F&WS	0.3		0.3	0.5		0.7	1.8	0.1%
Other		45.6		5.0	13.9		64.5	2.0%
Total Federal	103.9	78.4	129.0	228.1	14.5	194.0	747.8	23.6%
State								
DNR Natural Areas	9.2		4.2	10.7		0.6	24.8	0.8%
DNR Trust, Other	90.7	38.5	118.9	128.3	65.9	86.4	528.6	16.7%
State Parks	5.1	0.5	1.3	2.6	0.5	2.4	12.5	0.4%
Other		5.3			0.0	0.1	5.4	0.2%
Total State	105.0	44.3	124.4	141.7	66.4	89.5	571.3	18.0%
County/Municipal								
Watershed	80.7			6.6			87.3	2.8%
Other	6.2	1.1	2.2	0.1	0.5	2.5	12.7	0.4%
Total	86.9	1.1	2.2	6.7	0.5	2.5	99.9	3.1%
County/Munic.								
Tribal	2.5	2.1		7.7	0.0		12.3	0.4%
Private, Other	463.4	414.8	228.4	288.8	188.5	158.5	1,742.2	54.9%
Total in Region	761.7	540.7	484.0	672.9	269.9	444.5	3,173.6	100.0%

* Study Region for the Cascade Foothills Recreation Project is defined as between 300' and 3,000' elevation in Thurston, Pierce, King, Snohomish, Skagit, and Whatcom counties.
Information from DNR and other public sources. Area estimation by geographic information system (GIS) analysis.

From these limited data a few major patterns are evident. By far the largest public land ownership categories are the Mt. Baker-Snoqualmie National Forest and Washington State Department of Natural Resources (DNR) lands; these ownerships are virtually equal in area. Further, various categories of trust lands make up the great majority of DNR's holdings (see discussions in later sections of this report on the implications for recreation of trust land management). These lands, together with National Parks, State Parks, county parks (included under "other" county land in Table 3), Bureau of Land Management (BLM), and Fish and Wildlife Service (FWS) lands, are the public lands most likely to be used for recreation, and together they comprise an estimated 40% of the total area in the region.

Another significant land ownership pattern is that private land constitutes over half of the region. Data are not presently available to determine the amount of this category that is large scale commercial forestry land, but -- despite the spread of residential and commercial development -- it is a significant proportion. For example, Weyerhaeuser's Snoqualmie Tree Farm in eastern King and

Snohomish counties is approximately 180,000 ac. in size; Crown Pacific owns approximately 150,000 ac. (as of early 2001) in its Hamilton Tree Farm in Snohomish, Skagit, and Whatcom counties. Much of these forest lands has been used for certain kinds of public recreation, but access is becoming more limited, as discussed below (Issue 1-D).

Although the Cascade Foothills region has an extensive supply of outdoor recreation land, particularly in comparison to many other urbanizing areas in the United States, even today the recreational carrying capacity of parts of the region is being reached or exceeded. Planning for the future of outdoor recreation must concern itself with ensuring that present uses can continue, projecting future levels of demand, and identifying any opportunities to prepare for increased demand by expanding the land base.

Pressure is great to convert parts of the current recreation land base -- privately-owned commercial forestry lands -- to developed uses, and this pressure likely will intensify. Population increase and economic strength in the Puget Sound Basin is expected to continue to drive conversion to housing and commercial developments of undeveloped forest lands on the fringes of population centers. Simultaneous, these same trends will continue to increase demand for all types of outdoor recreation, some of which has occurred on these privately-owned forest lands

Although there has been long-standing antagonism between some conservationists and forest landowners in Washington, some concerned with conservation have lately concluded that forestry is a much more desirable land use than development. Clearcutting and other aspects of timber production have long been viewed by some as incompatible with recreation and other natural resource uses and with environmental values, in the Cascade Foothills and elsewhere. However, the impacts of residential or other development on wildlife, water quality, and outdoor recreation far exceed those of forest production. Moreover, forest practices have improved in recent years in terms of their environmental impacts. Thus, a movement is growing to promote forestry as a community value, and therefore to try to keep a significant portion of rural land in forestry.⁵ If this succeeds – and incentives must be found to keep landowners in forestry rather than converting their land to development (often a much more lucrative option) – then ways to make the practice of forestry and other land uses more compatible must be developed.

Outdoor recreation is a public service, and so provision of basic outdoor recreation resources and opportunity is a public responsibility. Yet it is not only a public service. Public-private partnerships and private enterprise have roles to play in providing needed outdoor recreation resources and programs in the region. The public cannot purchase all of the outdoor recreation resource in the area. If ways are found to keep land in forestry to protect it from development, ways also should be found to encourage landowners to provide outdoor recreation opportunities for the public while forest production continues. Recreation might be a profitable business in a limited number of places, and elsewhere the public might compensate the landowners to some extent for the costs resulting from their contribution to the public good.

⁵ As reported by 1000 Friends of Washington (Endangered Places, 2000, p. 7), there is a movement in King County “to promote forestry in the community interest.” People might invest in forestry through tax exempt bonds or partnerships and receive profits from their investment. Sustainable timber harvest methods would be used and “would be done according to the strictest environmental standards.” The intent is that timber production and other land uses (like recreation) would be made compatible on these lands.

Retaining land for outdoor recreation usually means maintaining it in a mostly natural condition, what it often known as “open space.” Open space protection can serve numerous public purposes, recreation among them. Today we know that natural land has many values and provides many services to the human community. Besides recreation, other public benefits from natural lands -- i.e., open space -- include water quality, flood control, flood plain management (when the land is on a flood plain), fish and wildlife habitat, and aesthetic amenities such as scenery.

Thus, efforts to protect land are legitimately multi-purpose initiatives. At this time, for instance, major efforts are under way in the Cascade Foothills region to protect and provide habitat for anadromous fish that are at risk of extinction. Upland areas around streams are important to the health of the streams and to the fish, and, as efforts proceed to protect these areas for the benefit of fish, thought also should be given to how these areas might contribute to the growing demand for outdoor recreation. Land protection efforts for any of these linked public purposes should be analyzed for the contribution they might make to the other objectives, including to the outdoor recreation land base.

Securing and maintaining an adequate land base is the most basic issue for outdoor recreation in the Cascade foothills region. Since outdoor recreation occurs some place on the land (or water), having places available for the activity is the most fundamental requirement.

The land base for public outdoor recreation in the study region is determined by three factors -- capability, accessibility, and policy -- as depicted in Figure 1:

- the amount of land that has the required attributes (this can be considered the land that is capable of supporting that kind of outdoor recreation);
- the amount of the land with appropriate capability that also is physically accessible (mainly, that can be reached by road or other practical means); and,
- the amount of the capable and accessible land that also is open to -- i.e., available for -- public recreation on the basis of the management policies of the land owners.

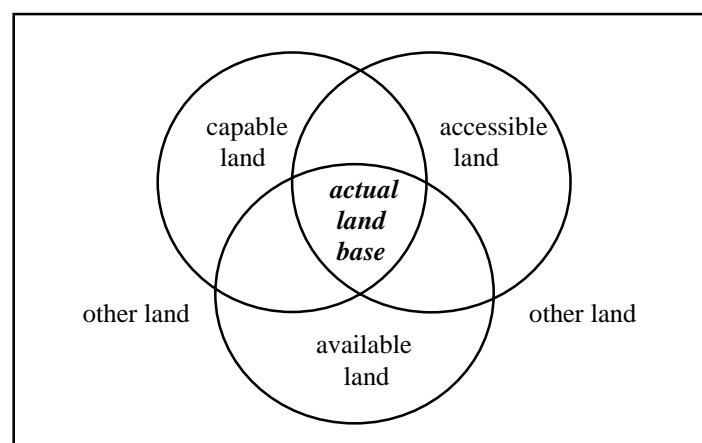


Figure 1: Land Base. Overlap among three factors determining actual land base for public outdoor recreation.

Each type of outdoor recreation has particular preferences or requirements for what types of places it will use. These attributes include terrain, facilities, vegetation, wildlife, scenery, solitude, wilderness, and so on. Therefore, the land base for one kind of outdoor recreation may be different than for another.

In some locations there may be a shortage of land with the required capabilities for particular kinds of outdoor recreation. However, overall our region has an abundance of places that potentially can support most kinds of outdoor recreation. Constraints on the land base come mainly from other factors: location, accessibility, and management policy.

Accessibility can be a significant factor, in terms of both easy physical access to recreation sites and the proximity of recreation areas to population centers. As well as physical access to the land, accessibility considerations involve distance and travel time. To be part of a land base for particular activities, capable lands must be within some reasonable distance and reachable within some reasonable travel time. This is particularly the case for recreation carried out on day trips. The location of recreation lands, therefore, is an important consideration. Accessibility is somewhat less fundamental, however, because it can be improved as demand for recreation increases.

Access itself is a function of many variables, location being only one of them. Barriers to access such as inadequate transportation, lack of trails, dangerous highway corridors, and access-blocking private development may be more influential than simple geographic distance from user to resource. The relative importance in the region of different variables in access cannot be assessed at this time for lack of data; location of existing outdoor recreation resources, patterns of use, and presence of barriers to access should be inventoried and mapped to get a clear picture of the situation.

Location of recreation resources is important in understanding and planning for recreation also because the greater use that closer resources receive may skew evaluation of the extent to which regional resources are utilized. Close-in and therefore more accessible areas may be heavily used, while outlying and less accessible areas may be underutilized.

Relative location and accessibility are situational and change over time. In a rapidly expanding urban area such as the Puget Sound basin, what was considered “remote” a decade ago may be “near by” in a few years. Development is spreading rapidly out from the urban core areas east of Seattle and along the north-south I-5 corridor. A recent report by 1000 Friends of Washington on part of the Cascade Foothills area describes the rapid conversion there of forest to development. It cites the threat of large-lot subdivision in the area, and master planning under way for major planned communities in the area. If such development proceeds, outdoor recreation resources now remote will soon be “close-in” to large numbers of people. This contingency should be factored into outdoor recreation planning for the region.

The most fundamental land base issues in the Cascade foothills study region have to do with achieving and maintaining an adequate amount of land on which outdoor recreation is allowed. The potential land base for public outdoor recreation is, for practical purposes, the combined pool of:

1. public lands (owned and managed by federal, state, and local governments and agencies);
2. private lands in large holdings and used for extensive resource extraction (mainly forest lands); and,
3. lands owned by certain non-profit organizations.

Other lands generally can not be used for public outdoor recreation either because of conflicting land uses that render the land unsuitable (e.g., housing, commercial, industrial, or transportation development, or intensive resource production such as farming), or because of land-owner policies that exclude the public (e.g., no-trespass policies of large-lot residential owners and most farmers).

The principal land base concerns are (a) the amount of land that is either public or in large scale private forest holdings, and (b) the policies for managing it that determine the kinds of public recreation for which it is open.

1. Land Base Issues: Amount of Land in Public or Large Scale Private Ownership

Issue 1-A: Inadequate land base for the future

The regional land base appears to be inadequate for the kind of outdoor recreation the region's residents will want over the next several decades. Yet this shortage is not self-evident from looking at just the patterns of land ownership. A large amount of land in the study region already is in public ownership, the category most likely to support public outdoor recreation. In addition, a large amount of land also is in large scale private forestry ownership, with the potential to accommodate at least some kinds of recreation. A small but strategically located amount of land is owned by non-profit organizations, and some of this land is available for public recreation.

However, much of the large amount of public land and large scale private forest land is not readily available for many forms of public recreation, for several reasons.

- 1) Location: a considerable amount of National Forest land is relatively remote or otherwise inaccessible.
- 2) Capability: because of terrain and natural environment, a considerable amount of National Forest land is capable of supporting only the more adventurous and less intensive forms of outdoor recreation (e.g., backpacking, climbing), and some National Forest and other public lands support sensitive wildlife habitat considered too vulnerable to impacts from recreation.
- 3) Management policy: vehicle access and certain types of recreation are restricted on much private forest land and some public lands, some public lands are closed (large municipal watersheds and military bases), and other lands are closed for lack of development or maintenance funds (mainly National Forest lands but also some county parks department lands).

Therefore, the effective, real land base for public outdoor recreation is much less than the total amount of public land and private forest land. The extent of this difference can not be determined for lack of data.

Moreover, concern for the future adequacy of the overall land base is heightened by apparent shrinkage of the private-lands portion (although reductions in private forest lands can not be quantified at present). There are two main causes of this land base reduction: (a) closure of private forest lands to public recreation, or restrictions on allowed recreation; and (b) conversion of forest lands to other uses, primarily high-end or large-lot housing. The former (closures or restrictions on use) is discussed under Issue 2-B below, and the latter (forest land conversion) is discussed under Issue 1-D.

Two complementary approaches can be taken to resolving the fundamental issue of an inadequate land base: attempting to expand the public lands (see discussion below under Issue 1-C), and attempting to halt or even reverse the decline in private forest lands (see discussion below under Issue 1-D -- forest land conversion, and Issue 2-B -- private land management policies).

Issue 1-B: Shortage of strategically important lands

Apart from concern about the overall amount of land for public recreation, some sites and places have special importance because of their role in providing access to larger areas, connections between

areas, long-distance travel routes, or scarce or unusual resources. These include, for example:

- access sites;
- camping sites;
- trail corridors;
- missing links in existing corridors;
- in-holdings in large contiguous blocks; and,
- special places such as view points, climbing rocks, wildlife viewing areas, and so on.

These special sites are important or even essential resources to support recreation over a much larger area. Their strategic functional importance as recreation resources should be matched by their having a high priority for acquisition to become part of the public land base, or for inclusion in the overall land base through other means, such as management agreements with private land owners, easements, or other tools.

Issue 1-C: Difficulties and high costs of expanding the public land base

After the workshop held as part of this study to discuss problems and opportunities for outdoor recreation in the Cascade Foothills region, several participants continued by correspondence their dialogue on the importance of the public land base. One argued that the only way that significant outdoor recreation will occur in the long run on private forest lands is if the public buys the development rights so that land owners will stay in timber management rather than sell those rights to others who will develop the land as real estate. He stated, “We are kidding ourselves if we think trails can be developed on private lands until we solve the development rights issue.” Another summed up the challenge as follows: “If we want to save salmon, continue to have clean water and air for ourselves, continue to produce at least some forest products in our region, AND continue to have public recreation opportunities on forest lands, we’ve got to come up with ways to permanently eliminate the development potential of the forest lands we wish to preserve.”

Public lands are the most important part of the recreation land base, and attempting to increase the amount of public land obviously can be at least a partial remedy to a shortage. Moreover, adding to the publicly owned land base usually has multiple purposes. Sometimes public recreation is among the primary objectives of land purchase; elsewhere it often is an ancillary purpose or allowed as an incidental use. The diverse public benefits and uses of acquired land derive from protecting or providing for the whole range of values of open space and natural landscapes, such as wildlife populations and their habitats especially endangered species, outstanding vegetation such as old growth forests, rare ecological systems, water quality, scenery, and even working agricultural or forestry landscapes.

Land acquisition for recreation and associated uses is a highly varied enterprise. Some purchases are of a few acres, some are of thousands. Sometimes the lands purchased form a single block, and sometimes they are spread across a wide area to, for instance, fill in gaps in an otherwise publicly owned protected area. Sometimes purchases are made by public agencies using appropriated funds; sometimes private or non-profit sector organizations such as land trusts raise funds for the purchase and subsequent transfer to a public agency. Each acquisition must be tailored to the unique circumstances of its location, ownership, surroundings, intrinsic values, and intended uses.

Land acquisitions invariably seem to require considerable effort (in terms of time and skills) and large amounts of capital. The requisite effort for greatly expanding public acquisition in the future may be

available from volunteer or philanthropic groups, or even from public agencies. But, without changes in public funding policy, the huge quantity of money that will be required to purchase large areas for recreation would seem to limit the scope for public acquisition. Nevertheless, the public value of outdoor recreation (together with the other values of open space lands used for recreation) justify significant additional funding for land base acquisition, as well as for management.

A variety of levels of ownership and tools for acquisition are available, and various of these may be effective or appropriate in different situations. Ownership may be acquired to all (“fee” ownership) or some rights to the land, such as particular development rights, public use rights, maintenance of scenic qualities, and so on. Rights may be established by holding the land title, or by holding easements or other conditions on development or use that are attached to the deed.

Land trusts (at the local, regional, and national scale), as well as public land agencies, have developed a wide range of mechanisms for protecting the spectrum of public use and conservation objectives. Examples of proven land-acquisition or -protection techniques include those summarized below. The various parties in protecting the regional outdoor recreation land base, both public and private sector, should coordinate their use of the full range of techniques available.

- Full market value purchase. Areas of exceptional value may be acquired through fee-simple purchase at full market price. This is the highest cost, least desirable, and least used approach, since financing of such purchases is usually difficult. Full value purchase of the amount of land needed for an adequate publicly-owned recreation land base in the region would far exceed amounts spent on land acquisition thus far.
- “Bargain sale” purchase. In this approach the landowner transfers title at below market value and obtains tax benefits and/or direct cash returns.
- Donation. This approach is used by land trusts and allows the landowner to obtain the greatest tax benefit while contributing to the community. Donation by will also can be made.
- Conservation, development, or public use easements. The property owner enters into a legal agreement to restrict the type and amount of development that may take place on his or her property, or to allow particular public uses. These restrictions may take the form of agricultural and scenic easements, but the result is that the land is maintained in a relatively undeveloped condition. This approach is most commonly used by land trusts.
- Options, rights-of-first refusal, and leases/management agreements are other tools that buy time in the effort to protect land valuable for outdoor recreation. The ultimate outcome will usually be purchase of the property involved as funding is raised, or easement agreements reached, over time.
- Partial interests. Tools that buy partial interests include remainder interests and “undivided interests.” These allow donors to retain benefits of property ownership, such as a life estate or tax advantages, while donating property to a land trust or other interest.
- Pre-acquisition/Dedication is being used by land trusts in cooperation with public sector agencies. The trust purchases the land for subsequent resale to a public agency. This serves the public agency by augmenting public holdings at reduced acquisition expense, or allowing the purchase to occur within the desired time frame of the seller, while public funding is being obtained
- Land exchange. The desired land is obtained by exchange for other land of equal value. The land offered in exchange for the desired land may be already in public ownership, or it may be provided by donation by a private or charitable sector owner. Land exchanges are often difficult to consummate because of public interests in the land being offered in exchange, or private sector concern about lost economic opportunities.

Land protection is a highly technical business and is being practiced in the region by experienced organizations. As part of long-range planning for outdoor recreation in the region, these experts should be convened to explore how their work on diverse land-protection goals can assist in the protection of the outdoor recreation land resource base.

Often the initial response to proposals to protect land for a public use like recreation is that it is too expensive. Yet, over the long term, using the full range of available techniques, significant expansion of the land base can be achieved at an acceptable cost, given the multiple public benefits.

The inadequacy of the public open-space land base in northwest Washington has been recognized for years, and several major initiatives have been taken to expand it. Probably the most significant is the Washington Wildlife and Recreation Program (WWRP), and the research and education efforts that went into establishing it. The report of the Washington Wildlife and Recreation Coalition that led to creation of the WWRP by the Legislature in 1990 recommended spending \$450 million over ten years for acquisition and development of critical wildlife habitat and outdoor recreation resources.⁶ The program is funded mainly by the sale of state general obligation bonds; projects are required to have 50% matching funds from local governments, and significant federal matching grant funds have been leveraged for some projects. Over the 12 years of the program's existence, the state legislature has appropriated \$362 million for more than 600 projects statewide, both land protection and development; local and federal matching funds bring the total contribution to more than \$550 million.⁷ The WWRP is administered by the IAC.

A range of other land protection funding sources and programs -- from federal to state to non-profit organization -- have made important contributions in the study region, including the following:

- the federal Land and Water Conservation Fund;
- the federal Forest Legacy Program, administered by the US Forest Service through its local partner, the State DNR;
- the Washington DNR's Trust Lands Transfer Program (transferring lands from and to trust land status);
- the federal Transportation Equity Act for the 21st Century (TEA-21); and,
- the Trust for Public Land, Mountains to Sound Greenway, local land trusts, a variety of other non-profit and private sector organizations, and private and corporate donors.

Land trusts and other public interest, non-profit, and/or private sector groups have been important in expanding the outdoor recreation land base through their planning, management, fund raising, and other roles in land acquisition projects. Most lands acquired by these groups are transferred to public ownership, although some are retained. Often land trusts retain responsibility for enforcing easements and other deed restrictions that ensure public recreation, environmental protection, or other public purposes.

Experience with land acquisition in the study region and more widely suggests that an approach with many strengths is the area-wide greenway trust project. Such projects are:

- focused on a particular region small enough to have some coherence but large enough to cover a major area;

⁶ See the Outdoor Recreation and Wildlife Habitat Needs Assessment, prepared by the Washington Wildlife and Recreation Coalition.

⁷ Washington Wildlife & Recreation Coalition, press release, June 25, 2001. Detailed information on past WWRP projects is available in the program data base maintained by the IAC.

- multi-purpose, aiming to protect land for recreational, environmental, scenic, and community-development purposes, for example;
- multi-party, with strong participation by government agencies at the federal, state, county, and town level, private land owners, a wide range of interest and recreational user groups, and individuals;
- locally-based, with leadership and strong volunteer participation by local communities and residents; and,
- managed as non-profit sector organizations, pursuing only their focused missions and thereby avoiding the policy constraints inevitable with any public agency.

In the study region, the pre-eminent example of such an organization is the Mountains to Sound Greenway Trust, which is focused on the I-90 highway corridor east of Seattle. In its 20 years of existence, it has helped protect over 50,000 acres of open space and logged over 25,000 volunteer hours on work projects. Major financial supporters include Boeing, Microsoft, the Weyerhaeuser Foundation, Plum Creek Timber, Puget Sound Energy, Washington Mutual Bank, REI, and The Bullitt Foundation, “along with hundreds of other local companies, foundations and individuals.”

The work of the Mountains to Sound Greenway Trust is intricate and extensive, but an overview assessment of the lessons it may have for application elsewhere indicates that several mutually supportive elements have contributed to its success: visionary, energetic leadership; good connections with various spheres of power and influence; good connections with funding sources; operating in a high-profile area where its activities draw a great deal of attention and participation; and, good cooperation from agencies and governments at several levels.

Although no other part of the region may duplicate the I-90 corridor’s combination of charisma and controversy, the Mountains to Sound Greenway Trust’s coordinated, multi-faceted approach can be adapted to other areas, which perhaps are less well-endowed but also where the land use pressures are slightly less intense. Greenway projects of somewhat different types exist in other parts of the region but none has the scope or accomplishments of Mountains to Sound.

A coordinated regional approach to land protection for recreation and associated public uses might help other greenway projects expand their work, as well as help launch other projects in new areas. A regional coordinating committee could identify opportunities and needs for greenway-scale projects, identify and mobilize needed resources (including funding) to support them, and provide technical assistance to initiate or carry out needed tasks. The key to success would be to combine local initiative, commitment, and participation with technical and financial resources provided from the regional level. (See recommended planning strategy #1)

Issue 1-D: Future of the private forest lands portion of the land base is uncertain

Private forest lands constitute a major part of the potential public recreation land base. Although land management policies currently constrain public use on much of this land, those constraints potentially can be mitigated (see discussion under Issue 2-B below.) The most fundamental threat to this portion of the recreation land base comes from conversion of these lands from forest cover and forestry use to some other kind of land use that does not allow public recreation. The most serious threat to the recreation land base from commercial forestry is not incompatible management, but rather the sale of that land for housing or other development.

Planning controls intended to help protect forest resource lands through the state's Growth Management Program and individual county comprehensive plans often fail to provide adequate protection in the face of economic realities. Large-lot zoning is not a deterrent to would-be purchasers who have enough money and who, in fact, are attracted by the opportunity of building a home on their own block of forest with its privacy and natural amenities. From the perspective of public values, large lot residences may, in fact, result in much of the forest cover remaining, since it is an important amenity for the land owners. With the forest will remain many of the public values of forest land: water quality protection, wildlife habitat (although some wildlife populations likely will be reduced, such as large predators: cougars, bears, and such), and possibly scenery, depending on the location and visibility of buildings. However, continued public recreation is not likely to be allowed by the new land owners.

Large scale holdings of commercial forest lands can make the transition to residential land via a variety of paths. In some places timber companies directly transfer land to their real estate arms for development. In other places very large blocks are subdivided into smaller blocks and sold to other timber producers, who, in time, carve up those blocks into smaller pieces, sell them, and the land eventually moves out of timber and into residential use. Changes in ownership of commercial forest lands have been dynamic in recent years in northwest Washington in any case.

Because no comprehensive source of data on land conversion from forest to development exists, the quantitative extent of this land use change can not be readily determined -- despite a widespread conviction that it is a significant and increasing land use change. Documentation of land conversion is scattered through county planning and assessor records, supplemented by DNR and major forestry company data, and deserves a focused research effort for the region.

The trend toward conversion of commercial forests to residential or second-home development, with an accompanying loss of public access for recreation, is occurring in other parts of the United States, as well. For example, the increasing spread of houses into forests in the western mountain states became more widely appreciated a few years ago during a dry summer when wildfire suppression had to be intensified over large areas in order to protect buildings that had not been there a few years earlier. At the other end of the country, a tradition of public access to the extensive northern Maine woodlands for hunting and other forms of recreation is reported to be increasingly endangered by the purchase from timber companies of parcels of as much as thousands of acres for vacation estates and individually-held "wilderness kingdoms."⁸

In some areas of the study region, subdivision into small lots already had occurred before lot sizes were increased in comprehensive plans, and development can take place unless down-zoning, transfer of development rights, or other programs -- which usually are controversial or difficult to implement -- are imposed. Some county plans offer various exceptions in their controls against subdividing resource lands (agriculture and forestry) for purposes such as family inheritance, and these can function as loop holes and allow fairly significant subdividing and residential use of former resource lands.

Even where zoning protects against residential or commercial use, as suburban areas expand and market values for forest land increase, the forest land owners may request zoning changes. Their motivation is understandable, and, if public recreation values are lost in the process, it might be

⁸ Jeff Donn, Oct. 14, 2001. "Citizens Worry About Accessibility of Maine's 'Wilderness Kingdoms.'" The Associated Press.

reasonable for means to be found for the public to share the financial burden of maintaining those benefits.

The loss of large scale private forest lands is particularly damaging because often the lands converted to housing are the lands closest and most accessible to population centers and development (where real estate values have increased most, and where, sometimes, neighbors' opposition to logging also has increased). Often the lands converted also are scenically attractive, which makes them valuable both for public recreation and for conversion into residential holdings.

Anecdotes abound of forest land being converted to housing, and many people concerned with land protection consider it a major and worsening problem. Data, however, are spotty and inconclusive and the regional extent of the issue can not be quantified at present.

Solutions to the issue involve a number of different approaches:

- more effective planning controls to better protect forest land from market value escalation due to urban sprawl;
- providing land owners with various financial incentives to keep the land in forestry (see discussion below); and,
- ultimately, acquiring easements or development rights to remove development value appreciation from management calculations.

Private forest lands are an important component of the recreation land base, but, as our region grows, it may become necessary in more places for the public to own the rights to develop the land, in order to keep it from being developed and keep it in forests.

2. Land Base Issues: Amount of Suitable Land Managed for Public Recreation

The second aspect of the land base issue is the limitations on recreation imposed by management policies on lands that otherwise would be suitable for recreation. These lands are either public lands where expanded recreation potentially could be a compatible use among multiple uses, or private forest lands where certain types of public recreation potentially could be accommodated.

Issue 2-A: Reductions in use of land due to management policies on DNR trust lands

A relatively small amount of land in the study region is managed primarily for recreation, the main part by state and county parks agencies. Most of the land in the region that is not already developed is managed for timber production by federal, state, and private owners. Public land managers accommodate outdoor recreation to some extent on almost all these lands. Trail systems, for instance, are present on these public lands even though the primary management goal may be timber production.

The Washington Department of Natural Resources owns and manages by far the largest amount of state land -- approximately 529,000 acres -- in the study region (and nearly 3 million acres statewide). DNR has a complex set of land management responsibilities, including recreation as one of several multiple uses on most DNR lands. DNR's management also varies among its various categories of land.

DNR-managed trust lands are particularly important for recreation in the study region because they are so extensive (over 1/2 million acres, the vast majority of DNR's holdings) and because there would appear to be reasonable possibilities for significant expansion of recreation on trust lands in the

future. In general, trust lands are managed by law primarily for the financial benefit of particular beneficiaries (mainly schools), with other uses -- including recreation -- managed as secondary uses. In deciding how to manage the trust lands, and specifically what kind and amount of recreation to allow and manage for, DNR attempts to balance responsibilities for income production for the trusts against responsibilities as manager of public lands for beneficial multiple use. In recent years increasing tension has developed between management for income to beneficiaries and multiple use management for broader public benefits⁹

A prime issue for many recreation user groups and conservationists is that, in their view, recreation is inappropriately discriminated against in favor of timber production on most trust lands. From this perspective, the existing bias of management is a policy position resulting from the interpretation of trust responsibilities historically applied in Washington state, and from the point of balance chosen by DNR in the tension between management for trust revenues and management for other multiple uses. It is argued that other interpretations of trust responsibilities are possible and valid (and will require innovative approaches to revenue generation and financial responsibilities in order to be implemented), and that other interpretations and implementation policies more favorable to recreation would be more appropriate to DNR's overall mandate.

The argument in favor of maintaining timber production on lands also used for recreation includes the main points that timber revenues provide the operating budget for management and facilities that make recreation possible, and that, ultimately, timber production provides the fiscal rationale for maintaining those forested lands in public ownership and available for recreation, preventing them from removal from the public open-space land base and conversion to some form of development that would prevent recreation (particularly for forest areas on the fringe of expanding development). Maintaining public forest lands also has other public benefits, as discussed in other sections of this report, including attractive and diverse scenery, wildlife habitat, watershed and water quality protection, and so on.

Evaluating the intricate trust lands debate is well beyond the scope of this study. (For further discussion of the impact of trust lands management policies on the recreation land base, see Issues 3-A, -B, and -C below.) However, it is clear that an emphasis on producing timber tends to reduce the amount of recreation that can be produced on trust lands, because of the whole range of factors involved in land management including staffing, staff skills and training, funding, construction and maintenance of facilities, and the on-the-ground management activities (like logging) that open or close particular lands to recreation or constrain the types of recreation allowable (or desired by users). Therefore, overall, it can be fairly said that current DNR policy restricts the amount of recreation on trust lands. The magnitude of this effect is currently not determinable, due both to lack of information on current recreation and to the impossibility of knowing how much more recreation could be managed compatibly until a new balance point is decided on and new management regimes and plans are applied to the many units of trust lands.

In considering recreation on trust lands, it must be kept in mind that some recreation is allowed on many areas of DNR lands, the agency operates some developed recreation facilities such as

⁹ As Souder and Fairfax (1996) observe, discussing trust lands in several western states, "Under growing pressure from environmental interests, the courts and the trustees are beginning to find a place on school trust lands for subsidized recreation and hunting access, and even for aesthetic preservation. Trustees are on notice, we believe, that their mandate to maximize returns for the beneficiary does not free them from the growing public demand that profit be obtained by methods that are as aesthetically and environmentally sensitive as possible." (pp. 275-6)

campgrounds and access points, and, in total, a great deal of public outdoor recreation takes place on trust lands. In fact, certain DNR-managed lands in the region are among the best examples of management for outdoor recreation in the context of multiple use and cooperative planning. These include Tiger Mountain State Forest (trust lands), Rattlesnake Ridge Scenic Area, and Mount Si Natural Resource Conservation Area.

Almost certainly, a prerequisite for change in current trust land recreation policy is a greater appreciation in public and political spheres of the high value of recreation as a public resource use (see discussion under Issue 3-A). Central to the problem is the lack of good evaluation of what public recreation is worth -- ultimately in monetary terms -- to users, to local communities, and to the state as a whole. Resolution of the debate over trust land recreation also could be assisted by innovative analyses and approaches to capturing more of the economic value of recreation, which could be used to help fund management (parallel to how timber production pays for its own management) and potentially even as revenue for trust beneficiaries. For example, the door would seem to be opened to a range of approaches to funding recreation under the principle that particular multiple uses -- such as recreation -- can occur even if they are not compatible with trust financial obligations as long as the trust is compensated.¹⁰ Some version of a lease for recreation is conceivable, comparable to what is essentially leasing trust lands for timber or other resource production, as discussed by Souder and Fairfax (1996).¹¹

Some of the reluctance to reduce timber production and increase recreation on particular lands could be eliminated by increased public funding of recreation. However, this would represent a major development in public policy and, again, is likely only when public appreciation of the value of recreation is widespread and reflected in political direction.

Innovative approaches to use of particular trust lands could help resolve controversy over recreation on particular sites. DNR can sell, buy, and exchange lands, and transfer land between trusts. This flexibility allows substitution of lands elsewhere to provide trust revenue while freeing up original blocks of land to be used for recreation and other broader purposes (possibly continuing to include some timber harvest). DNR applies these “asset repositioning” tools in various plans and programs -- e.g., Trust Land Transfer Program,¹² Transition Lands Policy Plan, Asset Stewardship Plan, Forest Legacy Program, and the general Transaction Program. They have proven to be effective ways of protecting landscapes for multiple uses, including recreation, in collaboration with partners in numerous parts in the region (e.g., the Mountains to Sound Greenway area along I-90, Rattlesnake Ridge Scenic Area, Tiger Mountain).

Restrictive trust land management policies also reflect concerns about the incompatibility between recreation and timber production and harvest. If recreation was not viewed as interfering with timber, it would be tolerated more widely. An additional element in expanding the role of recreation in multiple use management will be to increase the compatibility of recreation and timber production, through expanded research, planning, and management, and to find solutions to the same issues of

¹⁰ Washington DNR, 1998. Final Asset Stewardship Plan, p. 4.19

¹¹ See for example, pp. 286-293.

¹² The Trust Land Transfer Program, for example, is intended to transfer out of trusts lands that are not best suited for income production (usually replacing them with other lands). Among the criteria for selecting lands to transfer out of trusts are outdoor recreation values, either: adjacent to a state or local park with interest by the public and receiving agency for development as a park; known outdoor recreation pressure; or, public growth impacts and public pressure for open space and outdoor recreation. (Washington State Department of Natural Resources, [n.d.]. Trust Lands Transfer Program, p. 5)

littering, resource damage, and other problems tied to resource access that afflict private forest lands, as discussed in the following section.

Issue 2-B: Reductions in useable land due to management policies on private forest lands

Public recreation is restricted on most privately-owned large scale forest land and it appears that restrictions and outright closures of land to public use have been expanding in recent years. These land management policies reflect landowner concerns about liability, cleanup, environmental damage, and other problems.

Comprehensive data are not available to determine the amount of commercial forest land under various forms of management for recreation or to confirm or refute the common perception of a trend towards a shrinking private land base available for public use due to management policies. Moreover, recent and continuing changes in ownership of large areas of forest lands complicate both the collection of data and the interpretation of changes in forest management and in access for recreation. However, a few prominent recent cases support the general understanding that restrictions are increasing, and the management regimes on the land of several large forest companies illustrate general approaches to recreation management.

For example, one major forestry company with approximately one-quarter million acres of forest land in Washington estimates that only 43% of its approximately 1,875 miles of forest roads are open year around to the public for vehicle travel.¹³ An additional approximately 23% are seasonally open, controlled by gates. Approximately 30% are permanently closed to the public, and 4% are abandoned. Where roads are closed, horseback riding, bicycling, motor biking, berry picking, and other recreational activities are allowed, subject to restrictions.

The company reports that roads may be closed for several main reasons: garbage dumping (said to cost the company as much as \$100,000 per year for cleanup), vandalism and other illegal activities (e.g., cutting trees, firewood theft, speeding, and shooting), and legal liability. The company reports that these pressures are causing it to consider reversing its long-standing open lands policy. In addition, roads are closed in particular municipal watersheds through legal agreements for municipal administration and restriction of access.

Private forest roads also may be closed seasonally through road management agreements with WDFW (for hunting, fishing, or habitat management), for safety reasons when logging traffic is heavy, or for fire danger. Roads may be permanently abandoned to protect or enhance water quality through sediment reduction.

Closure of forest lands to public access for recreation is accomplished mainly by constructing locked gates (often with adjacent barriers to off-road skirting of gates). In some places all access is prohibited except for company business; elsewhere, access is restricted to selected people who are issued keys, sometimes as part of a permit system. In other places access is restricted by gates staffed by an attendant, who admits permit holders but otherwise excludes the public.

Recreational uses allowed on large scale forest lands typically include driving vehicles, walking, horseback riding on designated trails, hunting, fishing, and various kinds of nature appreciation such as bird watching. Virtually all large scale forest lands are closed to certain recreational activities that

¹³ Data provided courtesy of the forestry company, which wished to remain anonymous, and the Washington Forest Protection Association (WFPA).

are considered incompatible with commercial forestry use. Prohibited uses usually include off-road vehicle use (including snowmobiles), building of fires, and camping or overnight stays (except in a few established sites).

The significant constraints placed on public recreation on private forest lands are primarily due to managers' concerns about exposure to liability, cleanup and enforcement costs, reductions in revenue, and other problems. These concerns potentially can be dealt with through various actions and policy changes (see discussion below under Issues 4-C, -D, -E, and -F). Private land owners can not be compelled to allow public access; solutions to this facet of the land base issue will require voluntary cooperation, probably based on a combination of removal of financial risk, provision of incentives, and collaborative planning.

Issue 2-C: Withholding of watersheds from public recreation land base due to management policies

A few large municipal watersheds in the study region present a special management situation. Seattle owns approximately 90,000 ac. of the Cedar River watershed, and 12,500 ac. of the Tolt River watershed, and prohibits unsupervised public access including recreation. The Tacoma city water utility owns 10% of the 149,000 ac. Green River watershed, and has management agreements with the other owners to restrict activities on the whole area.

Protecting the quality and quantity of public water supplies is the overriding management objective in these areas and public recreation is considered to be incompatible. However, this may be a policy based more on cost and convenience than on inherent incompatibilities of recreation with water quality. Although recreation certainly can conflict with water quality through the kinds of impacts noted in this report (see Issue 3-C) -- littering, dumping, and disposal of hazardous wastes particularly on remote road systems, fire danger, human wastes contaminating water, damaging stream crossings by off-road vehicles, horses, mountain bikes, or even hikers, and so on -- some types, intensities, and locations of recreation potentially could be managed so as not to be detrimental to water supplies. Moreover, timber harvest is an allowed use in some of these watersheds, and logging impacts (from land disturbance, removal of vegetative cover, operation of machinery, and so on) could be more problematic for water supplies than those of carefully managed recreation.

There would seem to be potential for designing plans and management regimes that allow for some public recreation in municipal water source watersheds, without compromising water quality. This would have the effect of expanding the public land base for recreation. Alternative land management policies to those currently in force would seem to be a reasonable possibility some places.

However, opening these watersheds to recreation would require a significant management -- and, most basically, funding -- commitment by the municipalities. As with numerous other policy changes that expand recreation opportunities in the region, recognition of the real public value of outdoor recreation as a land use (see discussion under issue 3-A) would form the basis for a policy shift that would justify public funding to accomplish this.

B. Public Land Management Issues

Public and private land management are fundamentally different in a few important ways affecting outdoor recreation, but many recreation issues are similar on both ownership categories. The principal differences between public and private lands are in the objectives of management (including public uses and general welfare on public lands), the degree of public involvement in planning and other decision making, and legal responsibilities for safety, liability, and so on. Similar issues on both

ownerships include the conflicts recreation may have with other land uses, impacts it may have on environmental quality, issues with planning and managing for compatible uses, and operational issues such as controlling littering, vandalism, and other illegal activities. Increasingly important is that both types of land share similar management responsibilities for environmental -- including endangered species -- protection.

There are even strong similarities between public and private management institutions in the typically close link between revenue generation and operational budget allocations, and the difficulties in capturing as financial revenue even a portion of the economic value of public recreation. An underlying issue for both categories of land is a pervasive undervaluation of recreation in land management decisions -- both a result and a cause of other issues.

Virtually all public lands are managed for specified purposes and according to some kind of plan. Most plans identify allowable uses and specify management guidelines to try to achieve management objectives. Allowable uses and management guidelines are usually determined on the basis of the expected contribution of those uses to management objectives, and the expected compatibility among various uses.

Three main types of public land management issues concerning outdoor recreation can be identified:

1. Does recreation have an appropriate priority in management objectives, given the legal foundation for land management policy and the evolving role of recreation as a growing, beneficial public activity?
2. Do allowable uses and management guidelines accurately reflect the actual compatibility (or incompatibility) of recreation with other uses (or, the compatibility/incompatibility among various types of recreation)?
3. Is management for recreation adequately supported institutionally, and adequately implemented?

Of the various public land ownerships, this study focuses principally on Washington DNR lands, the largest category of non-Forest Service lands in the study region.

Issue 3-A: Inadequate policy recognition of recreation as an important product from public lands

For a variety of reasons, the considerable real values to society of public outdoor recreation are not fully recognized and reflected in policies for management of many public lands. Reasons for this undervaluation of recreation include:

- the historical purposes for establishment and management of forested public lands (mainly intended for timber production);
- the declining relative importance of the timber industry in the Pacific Northwest in recent years;
- a shrinking base of wildlands combined with increasing regional population;
- and, perhaps most importantly, changes in societal behaviors and values, including more -- and more egalitarian -- recreational activities, and greater value given by society to clean water, wildlife habitat, scenic landscapes, and a wide range of other aspects of environmental quality.

Outdoor recreation provides a great variety of benefits to people, ranging from psychological renewal, to family and social-group bonding, to exercise and health maintenance. Moreover, as discussed earlier, recreation value is additive to the other values of the open space and natural landscapes that provide the recreation: clean water, clean air, endangered species populations and habitats, biodiversity, representation of the full range of northwest ecological systems, nutrient cycling and other environmental services, and so on. The importance of outdoor recreation to people in the study

region is reflected in the amount of recreation residents of the region engage in, the number of user groups -- and their large memberships -- that work in various ways to promote their particular activities, the high level of controversy that typically surrounds issues affecting outdoor recreation, and a host of other indicators.

The economic value of outdoor recreation is both one reflection of its importance, and also a measure that is potentially directly comparable with other products in deciding on public land management objectives. Unfortunately, the economic value of recreation is not easily determinable, and good benchmarks are hard to find.

DNR in the mid-1990s commissioned a study of the economic values and benefits of its lands and resources as part of preparing its Asset Stewardship Plan.¹⁴ The consultants reported an estimated statewide annual non-market value for recreation on all DNR lands of \$248 million, and on DNR forest lands of \$158 million. The consultants also estimated that 100,000 acres of DNR's highest quality environmentally significant lands could have a non-use -- or passive -- non-market value of \$1.3 billion. Both active and passive non-market values were predicted to increase over time.

As DNR's economic study acknowledges, non-market valuation is imprecise and sometimes controversial. Apart from the uncertainty about the exact economic value of current outdoor recreation on public lands -- and the potential value of expanded recreation -- the larger difficulties are, first, gaining public and political acceptance that the value is large, and secondly, finding practical ways to reflect that value in land management policies.

DNR is reportedly currently engaged in a far-reaching examination of the appropriate role of recreation in its land and water management and is working towards a strategic plan for public use. As one of the two major public land management agencies in the study region (with the Forest Service), DNR's policy review can have substantial influence on the future of outdoor recreation in the region. The complexities of multiple-use management are not always fully appreciated outside the responsible agency, and outside perspectives are not always fully appreciated within an agency. This is an important time for all concerned with outdoor recreation issues to find opportunities to expand collaboration with DNR on policy analysis and development of new directions that enhance support of recreation on public wildlands.

Our perspective is that current management objectives and policies for large areas of public land -- particular some DNR's trust lands -- undervalue the importance of recreation. Recreation is an important public good and an important product of public lands; providing recreation opportunities from public lands is an appropriate role for government. DNR and state law and policy (reflected in the Multiple Use Act, Chapter 79.68 RCW, for example) recognize recreation as one of several multiple uses on trust lands, but as a secondary use that must be "...consistent with ensuring the economic value and productivity of the trust."¹⁵ The issue revolves around the balance achieved among uses, recognition of the full value of recreation in calculating that balance, and the wider question of perhaps interpreting trust responsibilities differently (see discussion under Issue 2-A).

¹⁴ Deloitte & Touche LLP, 1996. Economic Analysis. Prepared for Washington State Department of Natural Resources (Contract ASP-003).

¹⁵ Gregoire, Christine O., James A. Andersen, Robert J. Doran, and Maureen Hart. August 1, 1996. Opinion: State's Trust Responsibilities with Respect to Lands Granted by the United States or Placed in Trust through State Legislation. < http://www.wa.gov/ago/opinions/opinion_1996_11.html >

Undervaluation of recreation in public policy at the legislative as well as administrative level should be seen as a fundamental cause of most management issues concerning recreation, from inadequate funding and staffing, through the point of balance chosen in trade-offs among competing uses in planning and on-the-ground management, to the traditional policy bias against managing trust lands for recreational benefits and instead favoring timber production. (Whether the historical interpretation of trust responsibilities remains valid in light of changing societal values for land use, or even still makes good business sense in terms of alternative revenue opportunities for trust beneficiaries, deserves thorough consideration.) Policies undervaluing recreation also can contribute to a political reluctance to add to the recreational land base, either through rebalancing management of existing public lands or acquisition of additional lands. Finally, in a policy environment where revenue generation dominates trust land management decisions, since virtually none of recreation's value is captured in revenue, therefore recreation has little policy leverage.

Ultimately, policies are political and tend to converge eventually on societal values. Needed policy change to recognize the high value of recreation will occur if and when sufficient political action is engendered from those portions of society that recognize those values. Present policies that are biased against recreation (in the sense that they do not reflect the true value it has come to have as a public land resource) could be interpreted as reflecting the balance of current political dynamics. Until public attitudes and political perceptions are more clearly supportive of recreation, it may be unrealistic to expect big changes in public land management policy.

The practical results of valuing recreation more highly would include:

- better institutional support (funding, staffing, organizational structure, etc.);
- allowing recreation on more lands (or allowing more recreation); and,
- giving recreation a higher priority in deciding trade-offs between multiple uses, specifically trade-offs with timber and other kinds of resource production.

Changes in planning and on-the-ground management will be expressed both in increased designation of recreation as an allowable use, and in applying management guidelines that more favor recreation.

It is important, however, that the push for more recreation on public lands always considers the serious potential conflicts that recreation of particular kinds or amounts can have with environmental quality (particularly water quality and endangered species habitat), with economic resource extraction such as timber harvest, and with other kinds of recreation. As the importance given recreation on public lands increases, more and more attention will have to be given to determining compatible uses and devising management guidelines to attain compatibility, and more financial resources will have to be devoted to recreation management to achieve this.

Issue 3-B: Management practices that unnecessarily restrict or hamper recreation

A significant manifestation of an undervaluing of public recreation is the prevalence on some public lands -- particularly DNR trust lands -- of management actions that restrict recreation more than need be for multiple use. On-the-ground management is driven by budgets and by plans (consisting most basically of allowable use designations and management guidelines), and both reflect an undervaluing of recreation as a public land resource.

Policy revision to recognize a higher value of recreation will result in a higher priority for recreation among the multiple uses of public lands. This, in turn, eventually will be reflected in revised management guidelines and procedures, including expanded development of guidelines to provide for

greater recreation use while still ensuring compatibility with other resource uses (such as timber production) and with environmental protection.

Management practices to constrain recreation in order to achieve compatibility and ensure environmental protection can include:

- determination of the particular uses (including types of recreation) that are to be allowed, and zoning of a land area to designate allowable uses;
- controls on access for particular uses, both by physical facilities and barriers and by rules and enforcement;
- limits on numbers of users, i.e., rationing of use of an area; and,
- controls on allowable activities or locations for activities as part of an allowable use (for example, sites for camping, sites for tethering horses, hardware for rock climbing, limits on off-trail travel, and so on).

Issue 3-C: Conflicts between recreation and other uses, and between types of recreation

Although management guidelines in some places have inappropriately restricted recreation in favor of other uses (most often timber production), real and significant incompatibilities do exist between recreation and some other resource uses, among particular types of recreation, and between certain types and levels of recreation and maintenance of environmental quality. For example, recreational activities that involve appreciation of natural settings are usually intolerant of active timber harvesting, and, similarly, timber harvesting can not be carried out safely and efficiently on the very same land where recreationists are hiking, biking, or bird watching. Multiple modes of travel on the same trails -- walking, mountain biking, motorcycle riding, horseback riding -- can cause real conflicts as traffic increases. Practitioners of muscle-powered travel -- hiking, cross-country skiing, canoeing -- often consider encounters with off-road motorized vehicles to seriously detract from their experience.

Outdoor recreation can have detrimental environmental impacts through either particular activities or excessive levels of activity. Common problems include damage to fish habitat and water quality from stream crossings, pollution of water from poor sanitary practices and garbage, erosion from poorly sited or designed -- or inadequately maintained -- trails (often user-built trails), trail proliferation especially in sensitive wetlands and alpine areas, vegetation damage from overuse of camping areas, wildlife harassment or displacement, accidentally caused forest fires, and so on.

Management response to these conflicts in many places has been the exclusion of recreation, or its severe restriction. The more appropriate response -- building on an appreciation of the high value of recreation -- might be to carefully examine the points of incompatibility and devise management guidelines that attempt to minimize the conflicts. Key management tools will include:

- zoning (spatial and/or temporal) for particular uses;
- development of appropriate facilities such as trails;
- effective management guidelines;
- fully-funded management activities; and,
- monitoring of management effectiveness, and adapting management to lessons learned.

Whatever the form of outdoor recreation system in a particular area, it will involve diverse user groups and activities. It must be designed for maximum flexibility and with resolution of conflicts between users in mind. A wide range of outdoor recreation activities must be accommodated in the study area. Experience indicates that certain recreational activities are incompatible with others. Planning, design, regulation, and enforcement are all parts of the process of dealing with this problem.

Contributors to this study identified conflicts between users as one of the most important problems to address in planning and managing outdoor recreation resources. Recommendations from the Workshop included the following:

- In planning and designing an outdoor recreation system for an area, involve all major user groups as one of the categories of stakeholders in the process. All needs of all groups might not be satisfied in the end, but their voices can be heard and their concerns addressed to some degree from the beginning.
- Identify conflicts and incompatible uses and build the system to separate (spatially and/or temporally) incompatible uses. An example would be dedicated off-road vehicle (ORV) areas to separate ORV riders from hikers and equestrians. Also, land acquisition should be targeted to address conflict issues that cannot be resolved in other ways.
- Adopt trail development guidelines that are optimal for accommodating a variety of trail users on a common trail alignment.
- Use education of users as part of the management scheme. Often this can be done most effectively by user groups themselves in collaboration with land managers, with an emphasis on self-regulation where possible.

Issue 3-D: Inadequate institutional support for recreation management

Even apart from the current policy bias against recreation, public land management for recreation has been inadequate, almost across the board. Management capacity is reflected in budgets (both capital and operating), staffing levels, staff skills, and organizational structure and status. With the arguable exception of the National Park Service, recreation staffing and support in the major public land management agencies in the region is short-changed.

Development funding often is inadequate. For example, county park departments typically have significant properties they can not open to public use because they can not obtain the capital budget allocations to develop them. Although the public land base for outdoor recreation in the region is inadequate in the long term and is the most basic constraint, in the short term most land management agencies are relatively land rich and cash poor.

The funding situation has developed because, in large part, land management operating budgets for public forest land such as on the national forests and DNR trust lands come from timber revenues. Since little of recreation's value is captured in revenue, historically there has been relatively little allocated to manage recreation.

As the importance of recreation is increasingly recognized and it is given higher priority in public land management, the needs for institutional support will only increase. Larger budgets will be needed for capital improvements on recreational areas, and for operating budgets including staffing. Increased numbers of staff, with appropriate skills, must be allocated to recreation management. Agencies (federal, state, and local), together with local land owners and user groups, must increase their cooperation and coordination in setting policies, collecting and analyzing information, developing facilities, and day-to-day managing of recreation. And, very large sums of money need to be found for the acquisition of significant amounts of land to add to the public land base for recreation.

C. Private Land Management Issues

As discussed above, management issues on the privately-owned part of the overall public recreation land base are both different from and similar to public land issues. Private commercial forest land has fundamentally different land ownership and management objectives than public land, and is subject to different legal considerations affecting law enforcement, cleanup, liability, and similar problems. However, issues of managing for compatibility between recreation and other uses, or among types of recreation, are similar for both private and public lands. And, both types of land share similar management responsibilities for environmental protection.

Issue 4-A: Private lands will provide only limited public recreation opportunities

Private forest lands can not be expected to provide the same recreation services and opportunities as do public lands. Ownership and management objectives for private land are essentially different from public land purposes. Ultimately, if particular private land is needed for public recreation, the land (or recreation rights to it) should be acquired into public ownership (some options for expanding the public land base are discussed under Issue 1-C). Although interesting philosophical debates could be pursued as to whether private land ownership carries with it more public responsibilities than historically have been recognized in the American west, realistically and strategically it probably would be unwise to rely on private lands to provide essential public recreation resources in the study region for the long term.

Nevertheless, the extensive private forest lands in the study region are a major and essential part of the outdoor recreation land base, providing a great deal of public recreation of particular kinds. The management challenge is how to continue to provide that recreation -- and even increase it -- while not compromising basic land owner management objectives for profitable long-term timber production.

Issue 4-B: Low financial incentives for recreation on private lands

One of the basic difficulties with integrating recreation into commercial management of forest lands is that the net revenue generating potential of dispersed outdoor recreation, as typically practiced in this region, is low. Gross revenue is relatively low, and management costs are relatively high. Revenue from permit fees on Weyerhaeuser Corporation's Snoqualmie Tree Farm, for example, is reported to not cover gate attendant salaries and other operating costs for the permit system. Sale of hunting permits (rather than just access permits) provides some revenue for a limited number of commercial forest land owners (e.g., in the study region the Kapowsin Tree Farm currently of Rainier Timber Co., and Merrill & Ring's Pysht Tree Farm on the Olympic Peninsula). In general, land owners do not have much financial incentive to develop public recreation as a way of achieving their profit-making objectives.

Forms of recreational development of commercial forest lands elsewhere might seem to suggest that earnings could be increased, but the circumstances of the more profitable examples are sufficiently different from our region so as to not be very applicable. The most profitable form of recreational development may be leasing of forest lands to private hunting clubs, as is done on much commercial forest lands in the southern and southeastern parts of the United States.

Hunting is unlike most other forms of recreation in significant ways. Hunting is more compatible with timber production than many other forms of recreation. The key quality for desirable hunting lands is the presence of the target game species, rather than necessarily the prevalence of natural

landscapes. Indeed, some game species are early successional or ecotone species and favor habitats that follow timber harvest more than they favor old growth. Hunting also can be shifted around the managed landscape to accommodate timber activities, as long as hunting success remains similar. Hunters may be more tolerant of the visible evidence of timber production than some other recreationists. And, where land for hunting is scarce, hunters also may be more willing to pay sizable fees for access and recreational opportunities than many other recreationists.

A basic difference between the Pacific northwest and the southern and southeastern parts of the country is that, in those regions, public forest lands are very scarce. The abundance of our National Forest and DNR forest lands probably eliminates the potential for private land hunting leases becoming as widespread a practice here.

Other commercial developments for dispersed recreation on forest lands can include cross-country ski lodges, or systems of trails and huts for hiking or cross-country skiing. Limited information suggests that profit-making potential from such activities is relatively small.

A further constraint on profit potential from recreation land use is that some private forest land is not especially attractive for most kinds of recreation other than hunting. Large expanses are not particularly scenic compared to mountains in nearby public lands, and are not highly sought for hiking, wildlife viewing, or other kinds of recreation that put a premium on scenery or undisturbed landscapes. The availability of more attractive public lands, and their probably continued lower access cost, even with fee programs, limits the revenue potential from such uses. On the other hand, the networks of logging roads could have high suitability for certain kinds of recreation such as mountain biking, or perhaps trail-connected cabin systems.

Issue 4-C: Land owner concern about exposure to injury liability

A major concern cited by private forest land owners in continuing to allow public access for recreation is that recent legal decisions¹⁶ suggest that land owners may be exposed to liability for injuries suffered by recreation users, even if fees are not charged. Land owners worry that liability judgments could be large, and this possibility reportedly acts as a major disincentive to allowing recreation. Perhaps the most appropriate solution to this issue would be legal review and, if needed, suitable legislative action to reasonably limit liability.

Another facet of the liability issue has been expressed by some recreation groups, which raise a concern that some land owners might use the liability issue as an excuse to close public access to recreation resources, when closure is unnecessary and is mainly for the convenience of the land owner or manager.¹⁷ This concern, too, results in a desire to have liability questions and reasonable limits clarified.

Issue 4-D: Current and potential costs of cleanup

Another major concern for private forest land owners in allowing public access for recreation is the high and increasing cost to clean up litter (ranging from household trash to junked appliances and automobiles) and hazardous wastes dumped off their road systems, repair resource damage particularly from vehicles (e.g., crushed seedlings, damaged stream banks) caused by vandalism or careless use (including the results of user-built trails), and general law enforcement (for a range of

¹⁶ The principal case noted is *Ravenscroft v. Washington Water Power*, 969 P.2d 75 (Washington 1998).

¹⁷ Robertson et al., 2001.

activities from shooting to operating mobile narcotics manufacturing laboratories). A related concern is the potential liability to the landowners from environmental damage caused by recreation users, particularly “takings” of endangered species and cleanup of hazardous substances. The danger (and costs) of forest fires caused by recreation users also has been a long-standing concern, although land owners usually close their lands to public access when fire danger is high.

As with the issue of injury liability, legislative action to clarify and reasonably limit land owner liability for cleanup and for user-caused damage would seem the appropriate approach to resolving some of these concerns. In addition, expanded public support for law enforcement and cleanup on these lands would seem fair and reasonable as partial compensation for the public benefits derived from recreation on these lands; this approach should be carefully examined and considered as a shift in public policy. Public support could take a variety of forms, including direct use of public law enforcement agencies and waste collection services, or financial transfers or compensation of some sort.

Increasing user fees to cover more of management costs is another approach that might reduce the impact of this issue, but overall costs of a management program could be hard to recover from fees. An example of a related response has been Weyerhaeuser management of public access to the Snoqualmie Tree Farm. To control littering and other damage, gates were placed on access roads to limited motorized access, and access permit fees collected to help cover costs. The company reports that, although permit fee revenues do not cover management costs (staffing and maintenance), the savings from cleanup that is avoided help justify the program -- together with the public service, good will, and other benefits of continuing to allow hunting and other public access.

Issue 4-E: Opportunity costs (lost timber production) from production of public recreation

In addition to management costs directly attributable to recreation, forestry companies also are subject to opportunity costs -- either realized or potential -- as a result of allowing recreation on their lands. These costs are basically the revenue foregone from timber not harvested because of recreation. Two general situations may lead to reduced timber harvest because of recreation: leaving buffers along trails or roads, or not harvesting larger blocks because of scenic impacts. Land owner concerns also include the possibility of future constraints on harvesting that may follow from allowing recreation to become established and a constituency built up that is accustomed to hiking or otherwise recreating in an area scheduled to be cut years hence.

Two alternative approaches to resolving this discontinuity between public benefits and private costs could be taken. One would be a basic shift in philosophy and resource management policy to recognize that provision of some public recreation benefits is an innate obligation and responsibility of private land ownership, analogous to protection of clean water, clean air, and endangered species, as currently required by law. Models from elsewhere of public use on private lands show that other philosophies of what rights and obligations come with land ownership, different from the “private kingdom” view typical of the American west, can work -- given a supportive cultural context. National parks and other recreation areas in the United Kingdom, for example, include extensive public access across private lands. Alternatively (or, in addition), mechanisms could be developed for the public sector to compensate private land owners for these private costs of providing public access and allowing public use, such as tax or other incentives (as discussed above), or some version of a purchased contractual public use easement.

D. Financing Issues

Although policy formulation and implementation are fundamental, the financing of land base protection and operation of the outdoor recreation system might be considered to be the most crucial problem in assuring a viable future for outdoor recreation in the study region.

For example, we are engaged in this study of outdoor recreation in the Cascade Foothills region at a time when the State of Washington again faces a serious problem of operating its state park system. The long budgetary struggle of the Washington State Parks and Recreation Commission to fund the maintenance and operation of existing parks suggests that funding will continue to be a serious constraint in meeting the challenges of increased outdoor recreation opportunities and services in the Cascade Foothills region in coming years. Public money is limited and the demands upon it are many. Nevertheless, history in Washington and other places reveals a willingness of the people to spend public funds for outdoor recreation. That same history indicates ways that funding may be achieved, but for that to happen political support for outdoor recreation will need to be strengthened in the State of Washington.

Some approaches to funding the land base depend upon public money that can only be provided through legislative action. Education of the public and policy makers on the need for long-range investment in the outdoor recreation land base is a prerequisite for legislators to be willing to make that commitment.

Funding sources for recreation projects are diverse, ranging from local bond issues to federal allocations from pools such as the Land and Water Conservation Fund. The IAC's administration of various grants programs (e.g., WWRP, Nonhighway and Off-Road Vehicle Activities Program [NOVA], Federal Land and Water Conservation Fund [LWCF], National Recreational Trails Program [NRTTP]) provides essentially the only regional coordination of funding.

As illustrated by the current challenges facing the Washington state park system, if the outdoor recreation land base is protected either through fee-simple acquisition or some other approach, ongoing support for maintenance and operation will be necessary and will be difficult to obtain. Responsibility for management of the outdoor recreation system in the region must be assigned to an agency or to a group of coordinated agencies. Either way, an operating budget will be essential. This budget might come from a combination of sources, among them operating appropriations from general fund budgets of state and local government, and pay-as-you-go approaches such as user fees.

The case of the East Bay Regional Park District, which serves Alameda and Contra Costa counties on the eastern side of San Francisco Bay, is instructive (the experience of the East Bay District is discussed more fully below, under "E. Coordination and Planning Issues"). The land allocated for outdoor recreation in the region has been protected over nearly 80 years using a range of strategies. In 1999 the general operating fund budget was approximately \$75.5 million, over 79% of which was generated from property taxes levied in Alameda and Contra Costa Counties. The other 21% was generated by fees and charges for services, rents and leases, and other miscellaneous sources. User fees and leases provided approximately 8.5% of the budget and included fees for parking, swimming, camping, fishing, boat launching, reservable picnic areas and recreation programs.

Still, the District reports greater success in acquiring funds for acquisition and development than for operation. Funding for operation has not kept pace with acquisition, and as part of their master planning effort currently under way, District managers seek diversified, equitable, long-term funding sources.

At the planning workshop for this study, participants came to several conclusions and recommendations regarding funding, as summarized below.

- Recreation users of all lands (public and private) should pay some direct fee to offset a portion of the costs of providing areas, facilities, and programs.
- An endowment should be established, perhaps by the state legislature, to raise other matching funds for acquisition, development, maintenance, and operations.
- A revolving fund might be established from a revenue source dedicated to outdoor recreation. A possible source might be a tax on sale of outdoor recreation equipment in the state; another might be dedication of a portion of the timber tax to this purpose.
- Recognize and emphasize that recreation is an amenity the provision of which enhances quality of life. The greatest challenge for increasing outdoor recreation opportunity in the region is funding. Recreation projects must compete with other priorities for funding. The quality of life in the northwest is important to people, and the contribution of outdoor recreation to that quality must be emphasized in all efforts to increase opportunity for outdoor recreation.
- Proponents of increased funding for outdoor recreation should use a benefits-based approach to explain what the return will be from investment in recreation and park resources. Such an approach identifies the personal, economic, social and environmental benefits that individuals and the community derive from participation in recreation.

Issue 5-A: Underlying failure of public land management policy to adequately value recreation

The basic issue of under-valuing recreation in public land management policy, discussed above (Issue 3-A), has its financial dimension in the inadequacy of public funding for recreation. Significantly increased funding is likely to follow only expanded societal recognition of the significant value of outdoor recreation as a public good to be produced from public lands, and, consequently, revised public land policies reflecting those values.

Funding for recreation is inadequate both for land base acquisition, and for recreation development and management.

Issue 5-B: Inadequate public funding for land base acquisition

The adequacy of public funding for land acquisition varies between levels of government. However, funding for the most significant expansions in the land base is inadequate, as judged by the difficulty experienced in funding particular acquisition projects and the slow expansion of the land base in the face of increasing demands in recent years.

Important additions to the federal recreation land base in the study region include acquisition of checkerboard sections and other in-holdings for addition to the Mt. Baker-Snoqualmie National Forest. For example, funding for land acquisitions under the umbrella of the wide-ranging Cascades Conservation Partnership (many lands considered by this program are outside the region of this study, either at higher elevations than 3,000' or east of the Cascade Mountains crest) comes partly from the federal Land and Water Conservation Fund, but also significant amounts are being raised from philanthropic sources (for instance, the Paul Allen Foundation has pledged a \$3.5 million challenge grant) and private donations. The intended balance is \$100 million in public funds and \$25 million in private funding. Allocations from the Land and Water Conservation Fund are, inevitably, political and depend somewhat on administration policy at the national level and the success of our region's

congressional representatives in sponsoring our region's project in the nationwide competition for funding among projects.

Additions to the state-owned recreation land base include acquisition of lands for the various agencies that manage land for recreation, primarily State Parks, DNR, and WDFW. Another significant form of addition to the land base can be transfer of DNR trust lands to NRCA or other categories more open to recreation under current policies. Such transfer can be considered essentially land acquisition as a trust is "bought out" to protect its fiduciary responsibilities (see DNR's procedures for the Trust Land Transfer Program, and discussion under Issue 2-A of this report).

Washington State's most significant program for land acquisition for wildlife habitat protection and recreation probably is the Washington Wildlife and Recreation Program (WWRP) (see discussion above under Issue 1-C). This year, \$45 million was dedicated by the legislature to acquire 65 parks and habitat areas throughout state; federal and local matching funds raise the total considerably. However, demand for WWRP funds continues to well exceed their availability; project requests this year totaled \$101 million, more than twice the amount of funds made available by the legislature.¹⁸

Other smaller state funding programs also operate, such as DNR's Aquatic Lands Enhancement Account (ALEA) grants program. This program is funded by a portion of revenues from DNR's management of the 2.4 million acres of state-owned aquatic lands. The program is intended for habitat enhancement and protection, and for recreation land acquisition and development.

In contrast to federal and state level land managers, county park systems in the study region generally report that funding for land acquisition is not a constraint. The principal funding constraint typically reported for county park systems is a shortage of funds for development and operations. Counties, for the most part, provide a different kind of outdoor recreation opportunity than federal and state land management agencies, and therefore require a different kind of land base. They generally provide more developed and intensive recreation facilities, and require smaller park areas closer to population centers. Several counties have earmarked funds -- e.g., Conservation Futures funds -- for land acquisition for a range of purposes that often includes park lands.

Issue 5-C: Inadequate public funding for recreation development and management

Inadequate funding for development and management is a serious impediment to expanding both the useable recreation land base and the capacity of the land base. Lack of development or management capability reduces the amount of the land base that can actually be used for outdoor recreation, and reduces the amount (or kinds) of recreation that can be supported. Absence of sufficient funds to build and maintain access point, trails, and other facilities blocks or sharply restricts recreation on those lands. Some lands are not developed for recreation or opened to the public, some are operated at levels below their potential capacity, and sometimes recreation lands are even closed for lack of maintenance funds.

Insufficient development and operations funding is a chronic problem for public land management agencies at all levels. Miles of roads and trails are closed or not maintained for extensive periods, recreation staff positions are eliminated or not filled, and units of state and county parks are considered for closure as budgets shrink or, at least, fail to keep up with rising costs.

¹⁸ As the Washington Wildlife & Recreation Coalition puts it, "Due to the popularity of the program and increasing demand for outdoor recreation areas and wildlife habitat, applications far exceed funding ability." Press release, June 25, 2001.

Options for sources of increased funding include:

- increasing budget appropriations (as with increases in land acquisition funding, this would result from fuller recognition of the high value of outdoor recreation as a public good);
- increasing revenue from user fees (see discussion under Issue 5-E below); and,
- reducing direct public costs, through expanded partnerships with user clubs, local businesses, and other community groups to provide either alternative sources of funding or volunteer labor and in-kind contributions (of equipment time, building materials, and the like).

Issue 5-D: Future impact of private philanthropic funding is uncertain

Private and philanthropic funding has been an important source of support for recreation in the region, for both land acquisition and development, but its impact is, inevitably, limited and its future contribution is uncertain. Looking forward optimistically, the people of the Pacific Northwest clearly exhibit an increasing appreciation of environmental issues related to recreation, and a thriving regional economy over the past decade has produced a robust philanthropic community. On the other hand, the current economic slow-down and uncertainty about the future are likely to reduce the ability or willingness of some foundations, individuals, and similar sources to fund these projects. Moreover, charitable funding is rarely available for ongoing operations and maintenance, resulting in a continuing significant funding problem for outdoor recreation.

Whatever the economic climate, the problem remains that the magnitude of financing required to acquire the needed public land base is likely to be far greater than what can be available from private sources. For public lands to provide public benefits at this scale, public funding is likely to be required.

Issue 5-E: Expanding the sources of recreation user revenue on public lands has proven difficult

A supplement to general fund financing of recreation, particularly for operations and maintenance, can be user fees. The potential for user fees would seem to be large. Simple multiplication of the number of user (or groups, or cars, or some other unit) times what would seem a small fee results in sums large enough to make a significant difference in operation and maintenance budgets, and therefore in the recreation capacity of many areas.

However, public sector efforts to impose new user fees or to increase fees have typically met strong public opposition at least initially -- for example, with Washington state parks in recent years, and with the U.S. Forest Service's Recreation Fee Demonstration Program. Sentiment by a vocal part of the public seems to be that the services of these lands are already being paid for through taxes and therefore access and use should be free. The string of tax-limiting state initiatives that have passed in recent years in Washington also may bolster antipathy towards user taxes in the region.

A further problem with user fees is ensuring that the funds collected are retained for management of the site -- or at least the system -- where they were collected. In many cases, user fees go to a general fund and are offset by a reduction in budget allocations to the park (or forest) system. In that situation, user fees represent no increase in funding to the recreation system, and no help for the many management and development needs that long have been underfunded.

It remains unclear whether public opinion is changing and acceptance of user fees may be expanding. Opposition to some fees is reported to have declined rapidly over the first few years following their

imposition. Public opinion on user fees would seem to be an ideal target for educational efforts. Greater acceptance of user fees could make a significant contribution to recreational funding needs.

E. Planning and Coordination Issues

Because of the nature of the land and of recreation activities, both coordination among land managers and systematic planning -- for individual land blocks, and regionally -- are essential to effectively and efficiently provide outdoor recreation. The features -- natural or man-made -- of the land that attract recreation span multiple ownerships and can cover wide distances: ranges of hills, stream corridors, wildlife habitat, access points, and trails. Ownerships are interspersed, at scales from a few acres per parcel in more developed areas to checkerboard sections (640 ac.) in more remote forests.

Recreationists use the whole environmental and infrastructure system that supports their particular activity, and almost invariably this spans multiple ownerships. Even on a single outing, recreationists often use land belonging to several owners. Over a longer period of time, individuals will use different parts of a region and therefore spread their activities over even more land. Therefore, planning and coordinated management also need to happen at this same landscape scale.

Coordination of management across ownerships, and land use planning for appropriate uses and effective management, are clearly essential to providing the right kind of recreation in the right places. Different pieces of the overall system of land that recreationists use on any outing have different resources and sensitivities. Moreover, coordination and planning are needed to enhance consistency of management between land owners and as a structure to facilitate learning from management experiences -- i.e., adaptive management. Coordination also can produce financial efficiencies, through sharing of costs and possibly even funding sources.

At its best, land use planning is systematic decision making that uses the best information available and involves most fully all individuals, groups, and agencies that have a stake in the outcome of land management decisions. Because of this broad participation, the plans, the planning that goes into them, and the on-going monitoring and implementation that follow are the ideal mechanisms for coordination. Planning is needed for the whole range of land management decisions, from initial decisions about what land (or what rights to land) to acquire, through recreation development, to on-going management. Plans are intended to produce comprehensive, systematic, logical, and defensible decisions.

Public land agencies all carry out versions of planning for their own lands. In some places, voluntary regional multiple-ownership planning for recreation and associated objectives is carried out, as with greenway trusts. Outside our region, multiple-ownership planning may be done as part of regional land use controls and enforced through zoning and other land use regulations, as in the Adirondack State Park in New York State and the Columbia Gorge National Scenic Area. In Washington State, mandatory regional planning of a sort is done county-by-county through comprehensive planning in accordance with the state's Growth Management Program. The parks and recreation elements of county comprehensive plans deal directly with county-owned lands, and the plans indirectly affect the land use forces -- primarily competing land values -- that affect the private forest land base through zoning densities, restrictions on subdivisions, and other land use regulations and implementation tools.

However, plans must accommodate some inevitable imprecision. Managers manage according to plans, which should strive to establish clear goals for provision of outdoor recreation opportunities. Such questions as "How much outdoor recreation resource is enough?" and, "How much can we

afford?” must be considered. Although clear, quantitative answers are desired, they probably are elusive – recreation is a quality-of-life variable and conditioned by many other variables. Still, goals are needed and they must be set regionally.

A mix of various types of planning is needed. In addition to detailed land use plans for individual blocks of land, experience suggests that a regional approach to planning, coordination, and delivery of services is essential. This may seem obvious, yet the search conducted in the course of this study for information about plans and programs in the region indicates that many government units (federal, state, local; public and private) are addressing the problem in a piecemeal and uncoordinated way.

Study of cases in other regions where similar challenges have been faced demonstrate the virtues of a regional approach. Perhaps the best example is the East Bay Regional Park District in Alameda and Contra Costa counties on the eastern side of San Francisco Bay, an area of 1,745 square miles. While we are not recommending creation of another formal organization for the Cascade Foothills region, we think the East Bay experience illustrates how regional outdoor recreation planning and management can be achieved.

The first regional parks in the area go back to the 1920s on land owned by the East Bay Municipal Utility District (EBMUD). When the EBMUD declared 10,000 acres of its land in the East Bay hills as surplus in 1928, community leaders moved to preserve this open space for public recreational use. There was, at the time, abundant open space in the area, but with remarkable foresight the community saw that it would not always be so. A proposal for a regional park district was submitted to the voters in 1934 and overwhelmingly approved. Gradually the District has grown with the Hayward area joining in 1956, Fremont in 1964, most of Contra Costa County in 1964, and so on. When Livermore joined in 1992 there was full two-county jurisdiction.

The effort to meet needs in East Bay continues. Currently the District manages 91,019 acres that includes 59 regional parks, recreation areas, wilderness, shorelines, preserves, and land bank areas. Twenty-nine “regional trails” connect park units, and 1,000 miles of trails are included within park units. The District manages 10 freshwater swimming areas, 235 family campsites and 42 youth camping areas, nine interpretive and education centers, two golf courses, and diverse picnic and play areas. The range of services is wide with diverse activities occurring on park lands. Ninety percent of the District’s lands are protected and operated as natural park lands.

All of this is in addition to outdoor recreation resources and opportunities provided in the San Francisco Bay area by the state and federal government. There are 46 units of the California state park system in the Bay area, and several units of the national park system.

The East Bay Park District does not claim to be meeting all outdoor recreation needs for the people of the region, but it stands as an outstanding example of a regional effort that seems to be meeting needs better than the usual rather uncoordinated “systems” in place in many areas, the Cascade Foothills among them. The District’s major source of financial support is property tax revenues. Voter-approved bond issues have supplemented this source for land acquisition and development projects. Still, the District struggles (like virtually every other provider of recreation services in the United States), to meet operating expenses and keep up with user demand.

The principal lessons we can draw from the East Bay experience include the importance of a regional approach and of protecting resources for future outdoor recreation needs in the face of expanding urbanization, and the way the district has embraced a mission that includes both development and preservation. Their core mission statement is, “We will acquire, develop, manage, and maintain a high

quality, diverse system of interconnected park lands which balances public usage and education programs with protection and preservation of our natural and cultural resources.”

Another general principle for successful regional projects is that planning for outdoor recreation cannot be separated from other planning activities in the region. Outdoor recreation is a land-use, and as such it must be part of all land-use planning efforts, particularly any such efforts conducted at a regional scale. Broad public participation in regional planning and recreation management projects also is a fundamental requirement. In planning for outdoor recreation, we must directly involve the people who will be affected by the plans, including users, landowners, managers and other stakeholders (a stakeholder is anyone who will be affected by the plan or who can influence the implementation of it.)

Experience in the study region and elsewhere suggests that one of the most effective approaches to dealing with outdoor recreation issues is organized coordination for land base protection and recreation management among many participants and over a somewhat, but not too, broad area. These projects must have strong participation by local residents, and may work best over the long term when they are led by non-profit organizations formed for the purpose. All public land owners and managers must be involved, as must major private land owners, particularly forest management companies. Coordination must be aimed both at protecting the recreation land base (using the range of tools discussed above), and at determining suitable uses for each area and managing for multiple-use and environmental compatibility.

The geographical area covered should be fairly large (but less than the six-county Cascade Foothills region examined for this study), and should encompass an area with some coherence of recreation use. Major highway corridors from population centers to Cascade Range recreation lands serve well, as may -- at a smaller scale -- upper watersheds served by central roads.

Projects or programs implementing such coordination can be particularly effective if they mobilize an enduring constituency across a wide spectrum for cooperation in resolving the conflicts that inevitably arise. In a few fortunate places the right combination of dedicated individuals, political and financial support, and public participation has congealed into effective projects. Elsewhere, however, promising projects languish, or potential exists but has not been acted on.

Components, Ingredients of Successful Planning Approaches

1. regional perspective and operation: broad enough to encompass a natural region (environment, users), small enough to have local/community-based support and direction
2. multi-party: multiple levels of government, NGOs, private land owners
3. sound political base of support; good visibility, public relations/information
4. strong local volunteer, user-group participation, net-working
5. coordination: for projects and programs of participating groups
6. supported by agencies: funding, technical assistance; action to implement resultant plan
7. aimed at land base (acquisition, use rights) as well as development and management
8. strategy: a few early successful projects

Although initiative and effort by private individuals, companies, and the non-profit sector are essential for success, government also is an essential partner. Government, moreover, can play a vital facilitative role in many situations and, perhaps, enable projects to succeed that otherwise would not. County governments have a role, but the principal responsibility -- because of the scope of the

recreational resources, the regional characteristics of use, and agency capabilities -- must rest with state government.

Washington state government has several important roles to play in making regional projects happen and in making them effective. These include:

- stimulating the establishment of projects;
- helping coordinate activities, particularly of public agencies at local, state, and federal levels;
- helping finance project activities, either directly or indirectly through facilitating fund raising;
- providing technical assistance and services (e.g., planning, data compilation and analysis, land acquisition, physical works such as trail access, etc.); and,
- full participation through management of state lands consistent with project plans.

Consistent management of state lands is likely to require basic policy changes in objectives and strategy for recreation, which will, in turn, entail revised evaluation of recreation (as discussed above) to recognize it is a valuable activity worthy of support as an objective of management -- particularly for DNR. Consistent state land management also may require revision of planning and management responsibilities within and between agencies, including DNR, WDFW, State Parks, and IAC.

Issue 6-A: Inadequate planning and management coordination among public land managers

Inter-governmental cooperation at all levels (federal, state, and local) is essential for the full range of outdoor recreation opportunities available to people living in the region. This cooperation is necessary at all stages of the outdoor recreation process: planning, funding, protection of resources, and implementation and evaluation of programs. Such cooperation seems more important in the study area than it might be in other areas because here there are significant amounts of federal and state lands, particularly those managed by the U.S. Forest Service and the Washington Department of Natural Resources.

An example of a cooperative effort of the sort recommended for the study area is the Santa Monica Mountains Trails Coordination Project. The Santa Monica Mountains form the western backdrop of Los Angeles. The area contains rugged open space and primitive wilderness, as well as homes, ranches, and communities. Part of the area was established as the Santa Monica Mountains National Recreation Area in 1978. Agencies administering public lands in the area include the California Department of Parks and Recreation, the National Park Service, the Santa Monica Mountains Conservancy, the Los Angeles County Parks and Recreation Department, the Los Angeles City Department of Recreation and Parks, the Mountains Recreation and Conservation Agency, and the Conejo Open Space and Conservation Agency. Many local communities manage trails and open spaces in the area through their parks and recreation departments or general local plans. The diversity of agencies and organizations involved in outdoor recreation in the area approaches the situation in the Cascade Foothills Study Area.

The Trails Coordination Project was carried out in 1995 and 1996 at the request of some of the management agencies involved. The aim was to improve coordination by the many entities involved in managing the recreation resource. It emphasized trail use, since trails crossed through many jurisdictions and there was little coordination between them.

The project included a trails inventory, and a study of "missing links" in the trail system of the area. The aim in identifying "missing links" was to promote protection of trail corridors where additional

trails connecting existing trails might be constructed. The idea of a “backbone trail” through the area was developed; this would be a central trail which might allow a multi-day experience and which could be fed by trails tying in along it. It would be the unifying element in the system.

In our region, despite the efforts of dedicated staff people in every agency, several institutional deficiencies hampering coordinated planning are clear: agencies are understaffed for recreation planning and management, staff and operations are underfunded, staff responsibilities exceed their available time, and staff are too busy with their most urgent duties to adequately coordinate with each other and to complete the labor-intensive, lengthy tasks of detailed planning and public participation. Recreation managers in one agency have only limited knowledge of what is going on elsewhere, even when interests overlap, and less time to participate in other agencies planning projects. Consequently, coordination and collaborative planning among public land management agencies are spotty and inadequate.

Without a basic change in the importance accorded recreation in public land management, this situation is unlikely to change. Greater recognition of the important value of public recreation will be a prerequisite for the needed changes in budgets, staffing, and staff responsibilities and work programs to accomplish coordination and joint planning

Washington state’s Interagency Committee for Outdoor Recreation performs some coordination activities, primarily through its channeling of funding from several federal and state grant programs to recreation projects, and through its data collection and reporting activities. However, the IAC has no executive authority, and no authority to do planning or to coordinate agencies, particularly at multiple levels (federal, state, and local).

Issue 6-B: Inadequate coordination between private and public land managers

Increased coordination between private and public land managers is needed for many of the same reasons that impel coordination within the public sector: recreation operates across a system of land, resources, and facilities, involving both private and public lands. To support outdoor recreation, expanded cooperation on data collection and analysis, planning, land acquisition, facilities development, and land management is needed between the major private land owners -- primarily forest products companies -- and public land and recreation management agencies.

Coordination on some aspects of recreation has continued for a long time, such as on road access where roads wind back and forth between public and private land where the National Forest and private forest lands are distributed in a checkerboard pattern. Some other kinds of existing cooperation are mainly regulatory, as in DNR’s supervision of forest practices regulations that may affect recreation on private lands.

There apparently is little or no technical assistance available from public agencies for private land owners for recreation planning or management in the region at present. Washington State Parks formerly had an assistance program, but it reportedly was ended due to budgetary pressures several years ago.

Projects mediated by non-profit organizations have proved to be an effective way to organize cooperation between private and public land owners in a region -- for example, the Mountains to Sound Greenway or Cascade Checkerboard Project, or the land deals of organizations like the Trust for Public Land or the Nature Conservancy of Washington.

Models from elsewhere illustrate other approaches to public/private coordination. A formal regional plan, with coordinated management enforced on private lands by zoning and other standard land use controls, is in place in New York's Adirondack State Park and in the Columbia Gorge National Scenic Area spanning the Washington/Oregon border, among other areas. In the mostly forested Adirondack State Park, for example, 3.6 million acres of private land are interspersed with 2.4 million of public land. Many private landowners take advantage of the opportunity provided by their location to operate in the outdoor recreation business, using the nearby state land base.

Another model is a regional plan with coordinated management achieved largely through acquisition (by purchase or gift) of rights or easements on the private land that is within the designated region. This approach is exemplified close to the study region by the collaborative establishment, planning, and on-going management of Ebey's Landing National Historical Reserve on Whidbey Island. The success of this project is a tribute to effective cooperation among organizations and individuals in the public, private, and non-profit sectors.

Issue 6-C: Inadequate data for planning and management

The current state of knowledge about the outdoor recreation requirements and preferences of people in the study area and the whole Puget Sound region is fragmentary and inadequate for long-range planning. Improved understanding of the kind and quality of outdoor recreation needs and preferences is necessary. This understanding will, in turn, allow for a better assessment of the kind and quality of land and other outdoor recreation resources that will be necessary to meet these needs. And this, in turn, will allow for evaluation of the lands and other resources available and suitable for outdoor recreation uses.

There is a pressing need for more information on the topics outlined below, across all ownerships in the region, in order to effectively tackle the outdoor recreation planning challenge.¹⁹ Spatially-referenced data should be compiled into a GIS data base. Needed information includes:

- Land ownership: this information will provide answers to basic questions such as the amount of land within the region in various protected-area categories and ownership categories;
- Existing recreation use: amount, location, activities, and patterns;
- Recreation trends and demand for future recreation: amount, location, activities;
- Economic values of recreation, at various scales (for local areas -- particularly relevant to discussions of state trust lands values and returns, for the region).
- Compatibility of recreation with other uses, and compatibility between types of recreation;
- Impacts of recreation on other resources and on environmental quality: endangered species (especially salmon), other wildlife, water quality, vegetation, soils, etc.; and,
- Recreation needs as perceived by user groups.

Existing data collection efforts have been sporadic and sometimes incomplete. For example, a massive data base collected on Mt. Baker-Snoqualmie National Forest recreation users in the mid-1990s has not fully analyzed because of lack of funding.

¹⁹ Through the period of this study (summer 2000-summer 2001) we awaited a report being prepared by the IAC, to be titled "An Assessment of Recreation on Public Lands." When the IAC report is released it undoubtedly will provide information on outdoor recreation trends statewide that will be helpful in understanding the specific challenges in the study area.

Equally important as gathering the data is the need for analysis and reporting of findings. Evidence shows that compilation of data from multiple sources, and data analysis, might best be done on a continuing basis and consistently by an organizational unit that is focused solely on data analysis and study, rather than also being involved with management. It also is essential to include GIS capability in this research and reporting program.

IV. Recommendations: Strategies for Outdoor Recreation

Land Base Strategies

1. Significantly expand the publicly-owned land base for outdoor recreation
2. Support land acquisition by public interest non-profit groups
3. Reduce disincentives for private owners to keep land in forestry, and to keep forestry land open to public recreation

Planning Strategies

1. Promote and support regional land protection and recreation coordination projects
 - Greenway projects
 - Management plans
2. Establish and support a regional recreation research institute and GIS facility (NWRRI)
3. Collect critical data on recreation in the region
4. Expand coordination among all levels of government
5. Develop an educational campaign for public understanding and support

Financing Strategies

1. Determine factual basis for evaluating recreation as public land use
2. Aggressively pursue federal funds and increased state funding
3. Develop policy for user fees
4. Support innovative non-profit or private sector financing

Management Strategies

1. Revise public land management policies to recognize importance of recreation
2. Prepare or update land management plans
3. Support user group contributions in education, planning, and management
4. Manage more effectively for recreation as multiple use

The recommendations of this study derive from the analysis of issues and the understanding of the regional situation discussed earlier in this report. Recommendations identify strategies needed to help resolve the issues and provide for adequate public outdoor recreation opportunities in coming years. The recommendations are not intended to specify actions by state agencies and other parties to carry out these strategies (although some suggestions are made for specific actions, where the appropriate action is fairly clear). Instead, detailed implementation planning for these strategies needs to be done collaboratively by the legislature, agencies, non-governmental organizations, and others who will carry out the actions.

Strategies to protect and provide the land base are most basic to resolving the issues and are discussed first. Planning and coordination strategies are fundamental both to protecting the recreation land base and to organizing effective management. Management strategies are required to reorient actual

implementation of outdoor recreation projects and programs. Financial strategies are needed to overcome critical funding obstacles to land base protection, planning, and management.

A. Land Base Strategies

Since outdoor recreation is dependent on a land base, an early and continuing activity of outdoor recreation planning and management must be to assure that the land base necessary for outdoor recreation is protected.

Land Base Strategy 1: Significantly expand the publicly-owned land base for outdoor recreation

Government at all levels should significantly expand the publicly-owned land base for outdoor recreation by acquisition (title, easements, or development rights) of:

- lands with essential recreation resources;
- strategic lands for access points, trails, and other key elements of outdoor recreation systems;
- large contiguous blocks of land that are accessible and suitable for recreation; and,
- lands where development for uses that would significantly detract from outdoor recreation is likely.

The objective for land base acquisition should be to bring into public ownership enough land of the right types and in the right locations to provide for the non-consumptive outdoor recreation needs of the public in the study region over the next several decades. It should be assumed that some of the land base needed for hunting and sport fishing will remain in private ownership, and that some hunting and fishing will continue to be allowed on those private lands. However, private forest lands should not be relied on over future decades to provide a significant amount of land for most other recreation uses, although efforts still should be made to maintain and expand the amount of private land open to public recreation and the amount of recreation allowed on it.

Land Base Strategy 2: Support land acquisition by public interest non-profit groups

Washington State should support land acquisition efforts by land trusts and other public interest non-profit groups through the following and similar actions:

- encouraging, participating in, and cooperating with land acquisition projects;
- accepting land acquired through these efforts and managing it in ways compatible with the reasons for which it was acquired; and,
- expanding cooperation in financing land acquisitions, including developing innovative partnerships for financing (see discussion below).

Land Base Strategy 3: Reduce disincentives for private owners to keep land in forestry, and to keep forestry land open to public recreation

Because of significant public benefits derived from outdoor recreation on private large scale forest lands, state and local government should act to mitigate a set of disincentives that work against keeping land in commercial forestry, and keeping that land open to the public for recreation. The costs of reducing these disincentives are justified because of the public benefits -- recreation, water quality, wildlife habitat, scenery, etc. -- derived as a result. Recognition of the full value of outdoor recreation is a prerequisite for this calculation. Also, it is likely that the cost of reducing these disincentives will be far less than the cost of acquiring the land to provide these benefits.

Actions to mitigate these disincentives are outlined below.

A. Competing Land Use Values

(See Issue 1-D). The most important disincentive acting against maintaining land in forestry is the higher value that forest land can have for real estate development. This threatens the private portion of the outdoor recreation land base. Lands most affected are those on the suburban/rural fringe, and those with capability and attractions for residential use.

The six county governments in the region should give high priority to strengthening zoning programs in their comprehensive plans and to strengthening other tools for land use planning and development control to minimize development pressure on commercial forestry lands. State government should examine whether stronger guidance or technical assistance can be given to counties through the Growth Management Program, or whether other actions can be taken, to help counties avert residential or commercial development of forestry lands.

Strengthening of planning tools should be coordinated with development or strengthening of county or state programs to acquire (by purchase, tax-advantaged gift, or other willing-seller means) development rights to forest land with public recreation capability as well as other public environmental benefits.

B. Injury Liability Exposure

(See Issue 4-C). The state should provide legislative remedies to protect private forest land owners against unreasonable claims of liability for injuries to recreational users of their land. Protection against unreasonable liability claims should include circumstances where the land owner charges fees to recreation users -- whether for recreation management or for recreation as a product of the land.

C. Costs for Cleanup and Damage

(See Issue 4-D). State and local governments should develop a multi-faceted legislative and administrative program to:

1. Provide public financial assistance to land owners for major cleanup and law enforcement expenses related to management of public recreation on those lands. Assistance would be scaled to be proportional to the public benefits accruing, and would take into consideration revenue collected from user fees and other sources.
2. Facilitate development of programs by land owners to collect fees from recreation users to help cover the costs of recreation management and of restoration of environmental and resource damage that may occur from recreation.
3. Work jointly with land owners and the Federal agencies responsible to develop policies that shield land owners from unreasonable liability for “taking” of threatened or endangered species, particularly salmon, by habitat damage that may result from actions of recreation users.

D. Opportunity Costs for Timber Harvest Foregone

(See Issue 4-E). State government should commission a project to resolve policy issues concerning public recreation on private and DNR trust lands. Key issues include whether providing public recreation opportunities is a landowner responsibility (and, if so, to what extent), and whether financial incentives from public funds (directly, or indirectly through tax reduction or other means) should be provided to support landowner cooperation in supplying public recreation. Resolution of these basic issues will allow secondary issues involving opportunity

costs also to be resolved such as whether buffers should be left along trails, and whether scenic qualities should be protected for trail users.

B. Planning Strategies

Strategies to improve and expand planning and coordination are essential to carrying out all aspects of a strengthened outdoor recreation program in the region.

Planning Strategy 1: Promote and support regional land protection and recreation coordination projects

State government should take the lead to organize a region-wide coordination effort to help identify, initiate, and carry out multi-party land protection and recreation planning projects in particular parts of the region. The region-wide coordination effort could be structured as an ad hoc committee with support from state and local government and possibly private sector sources. Participants would include the major land and recreation agencies at state, local, and federal levels, major recreation user groups, private forest land owners, land trusts, academic research units, and others. The committee would identify needs and opportunities for recreation planning projects, and would help mobilize resources to carry them out and coordinate participation. Staff work could be done either by assigned agency staff, or a small contract professional staff.

At a more local scale, state government should help fund, participate in, and, if needed, organize and coordinate several projects distributed through the region to cooperatively plan for recreation and to protect the needed land base. These projects could be of two main types:

A. Greenway Projects

These projects likely would be centered on major road corridors extending from population centers in the Puget Sound forelands to the mountains. A greenway project might even be established near the I-5 corridor to protect remain recreational lands and provide additional recreation opportunities along this main north/south corridor of transportation and development in the region. Greenway project emphases would include land acquisition to secure an adequate land base for multiple public purposes, recreation among them, and coordination of recreation planning and management. These projects would be intended to continue indefinitely; direct state funding support might lapse after an initial period of project strengthening and development.

B. Management Plans

These projects would entail cooperative planning for large blocks of more or less contiguous land in multiple ownerships where recreation is an important use. Land base acquisition likely would be a more minor part of these projects, occurring mainly to in-fill gaps, consolidate holdings, or protect strategically important sites. These projects would aim to identify appropriate places for particular recreation activities and other land uses, design use zones and management guidelines to allow for compatible recreation and avoid detrimental impacts, and establish management and funding agreements among the various parties for on-going management of the area.

Management planning projects also should be pursued in order to acquire information and experience to help resolve key issues, such as:

- the economic value of recreation;
- compatibilities among types of recreation and between recreation and forestry; and,

- ways to significantly expand recreation on DNR trust lands while maintaining trust responsibilities.

Because of this experimental aspect to these projects, two pilot management planning projects should be launched in the region in the first year, in order to develop successful approaches. It might be desirable to have one pilot project in the northern half of the region and one in the southern half.

State support could either bolster the operations and help increase the impacts of greenways and management planning projects already in existence, or, such projects could be identified and initiated by the region-wide coordination effort discussed above.

These projects should have the following characteristics:

- geographically broad enough to encompass a coherent recreational region, but small enough to have local community-based support and direction;
- leadership by a non-profit organization established for the purpose (such as a greenway trust);
- broad participation by all agencies, major land owners, recreation user groups, local government, nearby residents, and others with interest;
- strong local volunteer support and participation; and,
- adequately funded to hire core professional staff, maintain offices, and conduct research as needed, land acquisition activities, and public participation processes.

The roles of state government in greenway-scale and land management planning projects would be:

- provision of funding support;
- cooperation and participation by state agencies, including adherence to project plans in subsequent land management and development; and,
- provision of technical assistance and data, as needed.

Planning Strategy 2: Establish and support a regional recreation research institute (NWRRI)

State and federal agencies and the Legislature should support the establishment at a state university of a regional research and policy center or institute, with a geographic information system (GIS) facility, for outdoor recreation and related resources. The institute would collect and compile data from all sources (agencies, land owners, user groups, academia), conduct research, and assist agencies, non-profit groups, and others with policy development and with management- and policy-oriented research and planning projects. The institute also would maintain contact with other states and with federal management and research entities to learn of their newest innovations.

The capabilities developed at Huxley College of the Environment at Western Washington University as part of this present Cascade Foothills Recreation Study form a foundation for such a regional institute and should be supported into the future and expanded. Huxley College and other units of WWU offer multidisciplinary expertise in the complete range of ecological, social, and economic aspects of outdoor recreation. As well as staff expertise, Huxley College is expanding its GIS facility and capability to perform services such as this. This present study has developed a GIS data-sharing agreement with DNR as a first step in establishing a central data base, and preliminary discussions with other participants in the study (agencies, major forest land owners, recreation user groups) indicate great interest in collaborating and sharing data. WWU also is the appropriate regional institution of the Washington State university system for study of the northwest region of the state.

The institute would have several core activities:

1. collection, compilation, and housing of data, especially geographically-referenced data, from a wide variety of sources;
2. conducting research on important policy and management issues, such as those identified in this study (i.e.: economic value of recreation, size and distribution of the recreation land base, amount and locations of outdoor recreation, trends in recreation use, conflicts and compatibilities between recreation and forestry and between types of recreation, environmental impacts of recreation, dynamics and trends in land base changes, policy options for public recreation management on private lands, etc.);
3. assisting agencies and others with recreation and land use research and planning projects, including the greenways and management planning projects discussed in the preceding recommendation;
4. assisting agencies and others with policy analysis and development; and,
5. assisting other researchers with data and GIS mapping services.

Provisionally, the institute could be titled the Northwest Recreation and Resources Institute (NWRRI).

State action to help establish and support the institute would include:

- partial funding, for salaries, GIS services, and data base acquisition processing; and,
- collaboration by agencies in sharing data and staff expertise and using the research services of the institute in policy development and management planning.

Additional funding would be sought from federal agencies, and from private sector or non-profit sources.

Planning Strategy 3: Collect critical data on recreation in the region

Government, land owners, user groups, non-profit organizations, and all others interested in the future of outdoor recreation in the region should support collection and compilation of data needed for planning and management. The regional research and GIS institute could undertake collection of much of this information, but all possible sources of data and sources of assistance should be utilized including contributions by agencies, landowners, and user groups. State government support should include program support for the research and GIS institute (NWRRI) and cooperation by agencies in compiling data collected in the course of their operations.

Information needed for outdoor recreation planning and management in the region includes:

1. size, distribution, ownership, capability, accessibility, and other characteristics of the recreation land base;
2. dynamics and trends in land base changes, including forest land conversion;
3. amounts and locations of outdoor recreation activity, and trends in recreation use;
4. demographic characteristics of recreationists;
5. economic values of recreation;
6. conflicts and compatibility between recreation and forestry and between types of recreation; and,
7. environmental impacts of recreation.

Planning Strategy 4: Expand coordination among all levels of government

Managers of recreation at the federal, state, and county levels need to give a higher priority to interagency coordination in the budgeting and the work program assignments of their agencies, both

regionally and statewide. Because of inadequate funding and overwhelming work loads, agency staff are unable to adequately coordinate their activities with the work of other organizations; change will require that the usefulness and benefits of coordination and cooperation are more fully appreciated in agency policy and that greater importance (as reflected in staff and funding resources) is given to accomplishing them. Increased interagency coordination and cooperation is necessary at all stages of the outdoor recreation management process: planning, funding, protection of resources, and implementation and evaluation of programs. Interagency collaboration on the projects discussed in preceding recommendations will improve the situation, but broader-based expansion of coordination also is needed.

A particularly useful form of increased cooperation at the state level would be expanded management coordination by the three agencies managing large areas of land and natural resources (Department of Natural Resources, Department of Fish and Wildlife, and State Parks and Recreation Commission). Each agency has particular skills and resources that could be helpful to the others and enhance overall benefits to the public. One form of collaboration might be cooperative management of particular areas, within the framework of area-specific management plans prepared cooperatively by those agencies and with other interested parties (as discussed above). Candidate sites to consider include the Capitol Forest in Thurston County and Blanchard Mountain in Skagit County, among others.

Planning Strategy 5: Develop an educational campaign for public understanding and support

Public agencies, private companies, and non-profit groups involved in outdoor recreation should collaborate in designing and carrying out at least a regional and perhaps statewide campaign to raise awareness and educate the public about the issues in public outdoor recreation (such as discussed in this report) and the needs for action and funding in all these sectors. The increased political support derived from this campaign will be the essential foundation for implementing the various other strategies recommended here.

C. Financing Strategies

Strategies to expand funding are essential to be able to improve the current seriously inadequate situation and be able to support all recreation planning, research, land acquisition, facilities development, and management activities.

Financing Strategy 1: Determine factual basis for evaluating recreation as public land use

The state should support (possibly through the regional research institute -- NWRRI -- discussed above) research to establish the factual basis for determining the economic value of public recreation as a land use. This information will be essential to efforts to revise public land management policies to more adequately recognize the value of recreation as a form of natural resource use. In turn, better evaluation of the economic benefits of recreation will assist in developing new options and policy for managing DNR trust lands consistent with both public benefits from multiple use and trust responsibilities.

Financing Strategy 2: Aggressively pursue federal funds and increased state funding

State and county agencies, and state and federal elected officials, should continue to aggressively pursue federal grant and other funds and state appropriations to increase the total funding available for both land acquisition and recreation development and management. Although significant funding has been obtained in the past, funding still is inadequate for the land acquisition, capital facilities

development, and operations and maintenance needed to provide outdoor recreation opportunities for the region's population over future decades. Expansion of these traditional sources of funding is needed, and it is justified by the expanding information documenting recreation funding needs and the public benefits of outdoor recreation.

Also, additional funding sources for land acquisition and for recreation development, operations, and maintenance should be developed at the state level. Options include an endowment fund (established with seed money from state appropriations, and expanded with funding from philanthropic and other sources), and a revolving fund (financed from targeted tax revenues, such as a tax on outdoor recreation equipment or a portion of the timber tax). Current policy and procedures for allocating state grants (such as Nonhighway and Off-Road Vehicle Activities Program (NOVA) and Washington Wildlife and Recreation Program (WWRP) funds) should be reviewed to ensure they are consistent with contemporary needs and priorities. This will require extensive collaboration by IAC with DNR and other agencies and groups; an explicit regional coordination structure, as recommended in this report, may provide the most effective framework for this.

Financing Strategy 3: Develop policy for user fees

State government should develop policy that will support expansion of recreation user fees on public lands, and application of user fees by private forest land owners without compromising their liability exposure or the tax status of the land. User fees are reasonable, and user fees are essential as a funding source for both public and private recreation land management. Further, state agencies should design an implementation strategy to introduce and gain public acceptance for expansion of user fees on public lands.

Financing Strategy 4: Support innovative non-profit or private sector financing

State and federal government should support development of innovative financing mechanisms by non-profit organizations or the private sector, primarily for land acquisition. Efforts to develop various mechanisms are initiated from time to time, and some would require changes in existing federal or state tax or other law to be implemented. State agencies, and state and federal legislators, should participate in the evaluation of these proposals and cooperate in the development of mechanisms that have merit.

D. Management Strategies

Management strategies guide changes in the essential implementation of outdoor recreation management.

Management Strategy 1: Revise public land management policies to recognize importance of recreation

State government (the Legislature and state land and resource management agencies) should revise public land management policies to give significantly higher importance to outdoor recreation as a use of public lands. This increased importance would reflect that outdoor recreation has important public benefits, including economic benefits, and that, therefore, recreation is a major public good to be produced from public lands and a valid objective of management. Recreation policy revision is most essential for DNR trust lands management, but also is needed for other state lands including other DNR land and land managed by WDFW.

Management Strategy 2: Prepare or update land management plans

State agencies should update management plans (or prepare plans, if none yet exist) for all units of state land to provide guidance for management that is consistent with revised recreation policies discussed elsewhere in this report, and with current conditions and needs. Plans will be prepared according to established or improved planning procedures. Management plans will set objectives and guidelines for management, and will include monitoring and adaptive procedures for plan revision based on experience, with quantification and measurement of outcomes.

Some management plans, of particularly complex or controversial areas, should be done as pilot projects to help develop improved planning to better incorporate recreation, as discussed above under Planning Strategy 1.

Management Strategy 3: Support user group contributions in education, planning, and management

Government, landowners, non-profit organizations, the outdoor equipment industry, and philanthropic funding organizations should strengthen their support of the programs of user groups such as trails, hiking, off-road vehicle (ORV), and other clubs that assist with recreation planning, development, management, and education. User groups carry out a variety of programs that are essential in overall recreation planning and management. Government and others should leverage their own capacity by taking fullest advantage of the volunteer efforts and the expertise of user groups. Important areas of user group contributions to be supported include:

- education of members on land sensitivities, recreation impacts, modes of behavior to minimize conflicts and detrimental impacts, needs for land acquisition, and the whole range of recreation issues;
- participation in land use planning, and in on-going monitoring of plan implementation on public lands; and,
- assistance with constructing trails, access facilities, and other recreation developments;

Support can take the form of increased cooperation, funding assistance, partnerships, and so on. New approaches can be tried for user groups or outdoor recreation companies to operate and manage particular sites or facilities.

Management Strategy 4: Manage more effectively for recreation as a multiple use

Land managers must more effectively manage multiple use involving recreation. Improved planning, as discussed above, will provide the basis for improved management. Improved multiple use will be guided by the relative priorities among uses determined in the management plans, and will utilize improved understanding of the impacts of particular kinds of recreation on other kinds of recreation and on environmental components (streams, wildlife habitat, scenery, etc.) or other natural resources especially forestry.

Land use plans and development should aim to separate incompatible uses (spatially and/or temporally), and to establish more effective guidelines and procedures to minimize other impacts between incompatible uses and avoid detrimental environmental or resource impacts. Improved multiple use management also will require cooperation and participation by recreationists and user groups, both during plan preparation and subsequently through on-going management. Education of users -- by user groups themselves and by land managers -- should be part of on-going management.

Appendix 1: Text of Senate Bill 6552

S-3872.2

SENATE BILL 6552

State of Washington

56th Legislature

2000 Regular Session

By Senators Jacobsen, Oke, Kohl-Welles, Fraser and Spanel

Read first time 01/19/2000. Referred to Committee on Natural Resources, Parks & Recreation.

AN ACT Relating to parks and recreation in the west slope of the Cascade foothills; creating new sections; making appropriations; providing an effective date; and declaring an emergency.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

{+ NEW SECTION. +} Sec. 1. The legislature finds that the population of the Puget Sound region will grow by more than a million and a half by 2020, and that current and new residents will seek greater opportunities for outdoor recreation within a reasonable distance from their homes. Changing demographics, healthier and more active lifestyles, and improvements in recreation technology will all lead to growing public demand for areas and facilities in which to recreate. The west slope Cascade foothills, from the international border south through Thurston county, provide a wealth of existing and potential outdoor recreation areas that are close to the great majority of the urbanized areas of Puget Sound. Within this area are many public lands, including state park units, that may provide the nucleus for a network of lands accessible for diverse recreational uses by people of all ages, physical capacities, and recreational preferences. The legislature further finds that the Cascade foothills are home to many permanent residents who benefit from the natural resource and lifestyle amenities of the foothills, and that expanding recreational opportunities in the foothills must be consistent with the long-term sustainability of the local economies. The west slope Cascade foothills also are an integral part of the "mountains to sound" region and provide significant benefits to the entire region, including watershed protection, wildlife habitat, flood damage reduction, and scenic values. A review of outdoor recreational needs and opportunities in the foothills should include consideration of these benefits and the need for protection of these functions and values.

{+ NEW SECTION. +} Sec. 2. (1) As used in this section and section 1 of this act, "Cascade foothills," "west slope Cascade foothills," and "Cascade foothills area" means the generally nonurbanized area within the Cascade mountain range and drainages lying between three hundred and three thousand feet above mean sea level, and located within the counties of Whatcom, Skagit, Snohomish, King, Pierce, and Thurston. Lands lying at lower elevations that are in the immediate vicinity of the foothills area, such as lower drainages, are also included within this term. These lands include public lands that are devoted to developed, nonrecreational uses. This definition is provided solely to guide the parks and recreation commission in the geographic scope of its study responsibilities and confers no authority upon any entity other than the commission for the study purposes of this section.

(2) The Washington state parks and recreation commission shall review and make recommendations to the legislature and governor on the existing and future outdoor recreational needs and opportunities in the west slope Cascade foothills, recognizing the important functions and values that are provided by these lands. These include wildlife habitat, watershed protection, flood damage protection, scenic enjoyment, and economic uses, as well as the means by which more effective use of

existing public lands in the foothills, assisted by willing private providers of outdoor recreation facilities, may serve to meet these needs. To this end the study should include:

(a) An assessment of the existing and the twenty-year growth projection for recreational demand of the population residing within one-hour driving time from the Cascade foothills. This assessment shall include the types of recreational uses anticipated, demographic projections of recreational users, and developed facilities needed to serve such uses;

(b) An inventory of existing facilities and lands accessible for recreational use within the Cascade foothills;

(c) A review of existing local, regional, state, federal, private, and nongovernmental nonprofit entities providing outdoor recreation opportunities within the Cascade foothills and their coordination in meeting public outdoor recreation demand, as well as the role of public education of recreational users to avoid land damage;

(d) A review of state lands within the Cascade foothills that may be managed principally or in part for outdoor recreation uses as a unit of a Cascade foothills state park, and recommendations for transitioning to such management;

(e) An assessment of existing wildlife and conservation functions and values to use in evaluating the potential compatibility of proposed recreational uses and activities, and planning techniques to avoid land damage in developing and using recreational facilities;

(f) Recommendations for regional coordination among public and private outdoor recreation providers to promote expanded outdoor recreation opportunities within the Cascade foothills; and

(g) Methods to fund local, regional, and state outdoor recreation programs and facilities within the Cascade foothills.

(3) In conducting the study, the Washington state parks and recreation commission should consult with the counties and cities within the Cascade foothills area, with other public and private land managers providing outdoor recreation opportunities to the public, and with organizations having an interest in the management, conservation, and use of public lands in the Cascade foothills.

(4) The Washington state parks and recreation commission may accept contributions of funds or services to assist in conducting the study.

(5) The Washington state parks and recreation commission shall provide its report and recommendations to the governor and the parks committees of the senate and house of representatives no later than December 15, 2000.

{+ NEW SECTION. +} Sec. 3. (1) The sum of twenty-five thousand dollars, or as much thereof as may be necessary, is appropriated for the fiscal year ending June 30, 2000, from the general fund to the Washington state parks and recreation commission for the purposes of this act.

(2) The sum of seventy-five thousand dollars, or as much thereof as may be necessary, is appropriated for the fiscal year ending June 30, 2001, from the general fund to the Washington state parks and recreation commission for the purposes of this act.

{+ NEW SECTION. +} Sec. 4. This act is necessary for the immediate preservation of the public peace, health, or safety, or support of the state government and its existing public institutions, and takes effect April 15, 2000.

--- END ---

Appendix 2: Report of the Issues Workshop

Including Workshop Introduction and List of Participants

Transcribed Minutes

Cascade Foothills Recreation Study Workshop March 3, 2001 -- at The Mountaineers, Seattle

Following are notes on main points in participants' discussion at the workshop, and points identified by sub-groups in break-out sessions. See attachments for list of workshop participants, and a copy of guidelines and a tentative schedule distributed at the workshop.

- Introduction to workshop; process to be followed: John Miles
- Personal introductions [*see attached list of participants*]
- Background to the study: Sen. Ken Jacobsen

The impetus for pursuing recreation-related legislation came in part from a general disappointment in recreation opportunities in the region as viewed by newcomers. Population growth will continue to put pressure on recreation opportunities. The downfall of the state park bill sponsored by Ken Jacobsen was due to tensions between "old west" and "new west" interests. The "Blue line" around Adirondack State Park was mentioned as a model of recreation management that incorporates non-recreational uses. Ken Jacobsen finished with an open call for ideas.

- Overview of study approach: Jim Allaway
 - scope, issues:
 - regional, all ownerships
 - land base, uses, management, impacts
 - strategies for dealing with issues
 - recommendations
 - study region definition
 - major categories of land ownership (public, private)
- Question: How specific are the goals of this workshop? Is it useful to discuss what will work well for Sen. Jacobsen?
- Response by Ken Jacobsen: Main means of change is legislation. Legislation could promote an overarching coordinating structure, more research, or a need for funding. We cannot afford not to look at it. In the short term it would be useful to know what can be done in the next session of the legislature.
- Question: Will the report come up with a series of recommendations or will the report explain issues? How final is the report? Will there be another step before action is taken?

- Response by Ken Jacobsen: There will probably be another step. There is a high level of public interest in this issue.
- Question: Have there been previous analysis or studies of recreation demand?
- Jim Allaway asks Jim Eychaner to respond:

Goal is to give a flavor of status of recreation statewide.

(Refers to DNR major public lands map):

48% of state is public land. 80% of that is federal. Much less is state land. Local park land is not easy to find on the map. Why is this important?

Recreation is usually thought of as activities in pristine areas. In reality, the most popular activity is walking. Walking is a local activity. The second most popular activity is nature activities, e.g., gardening. The third is sports like soccer and baseball. Hiking is not as popular.

Local parks represent less than three percent of public lands. Half of recreation takes place on these lands. 20% takes place on state parks and DNR lands. The rest takes place on federal lands. Washington has a lot of land but it is in the wrong place and is the wrong kind of land. Recreation takes place outside traditional recreation boundaries. Recreation has traditionally been undermanaged nationwide. There are few resources for recreation management. There has been a long, slow demise to free access to public lands. The days of free access are over. This is an opportunity for all of us. Most of this is included in the IAC report.

- Question: When will IAC study be finished?
- Jim Eychaner: A couple months or so.
- Comment: The contention that the setting for recreation is rural outdoor environment may not be supported by the facts / data.
- John Miles: We may need to broaden our conception.
- Mark Levensky: Not necessarily. We may need to focus on certain uses. Without focus we are directionless.
- John Miles: We may need to start wide and then focus on useful concrete ideas.
- John Miles: Defining outdoor recreation for the study:

Recreation involves a set of activities carried out in a setting which has certain qualities and which produces a particular experience. The activities are primarily though not exclusively human-powered (walking and hiking; water activities like wind-surfing, tubing, sailing, rafting, canoeing; bicycling, including touring and mountain biking; winter sports including snowshoeing, skiing; hunting and shooting, fishing; nature study, such as bird watching and nature photography; horseback riding; and air activities such as hang gliding, paragliding, and ballooning). Motor-assisted activities include motor-boating, snowmobiling, and ATV

riding. The setting is the rural outdoor environment, generally outside of incorporated areas and on relatively undeveloped land. In the Cascade foothills region this environment is primarily forest. The particular experience is one that depends in some way on the nature of the setting. That is, the rewards of the activity are in some way derived from the outdoor and relatively natural setting in which it occurs.

- Question: What about passive activities like picnicking and camping? What about a “Sunday drive?” Driving for pleasure?
- Comment: Let's not let preconceived notions get in way of data.
- Cleve Pinnix: This is outdoor recreation defined for the study.
- Jack Ward: What percentage of people are using this area? We need to know this. We need data.
- Ken Jacobsen: Population growth leads to problems.
- John Miles: One thing we have learned is that data is difficult to find.
- Ann Goos: As an industry we are used to data-driven management. It would be helpful to know in a trend line are there differences in what people are using? What are trends of recreation? We may have some data.
- Jim Eychaner: We know trends. People are lazier. Today 60% of people in the state are active. It used to be that 80% were active. The population is getting older and more vehicle dependent.
- Charlie Raines: It is easy to get data on quantities, but harder to find quality. More is not necessarily better. Lets be sure not to be driven by data that only shows a portion of what we are talking about. Let's define recreation activities. We should be careful that we do not get too trapped.
- Cleve Pinnix: I like what Ann said. Identify trends.

The majority of recreation is urban and closer to home. Recreation in definition is niche recreation. How are we providing for niche recreation? A ball field is a ball field. However outdoor recreation as defined by John needs a unique landscape.

- Bob Rose: Let's think about future activities. Mountain biking snowboarding were unheard of 15 years ago. Tiger mountain story about quick rise of mountain biking.

Linkages need to be part of the definition. Also accessibility. That concept makes Mountains to Sound work. Accessibility and linkages draw people.

- John Miles: Let's move on to trends.

Trends [identified by group as a whole]

- Use what's close. Location.
- Opportunities for free access to recreation lands are diminishing
- Ability to access lands is decreasing. Closing minor roads.
- Loss of access due to lack of enforcement, vandalism on private lands and some state lands. Increased lawlessness leads to less (motorized) access. Roads closed because of gates put up because of illegal activities
- Friction between users increasing. User conflicts
- Recreation industry driven recreation, e.g., Outside magazine. Industry drives recreation. Trends can be found in industry.
- Conflict between recreation and natural resources.
- Increased specialization within recreation. Conflict within user categories. Touring vs. racing bicyclists
- Technology makes recreation easier, lighter, and cheaper. Attitude that with purchase of equipment comes the right to use it.
- New west / old west conflict
- General growth in demand for outdoor settings and institutional inertia. The public has sneaked up on land managers
- Expectation to meet clean water act and ESA is going to greatly impact recreation
- Increasing population
- Decreasing land base. Conversion of lands to urbanization
- Growing economic impact of recreation
- Increased user built trails on forest lands
- Concentration of uses. Existing trails are becoming increasingly popular
- Less budget money for management
- Increased volunteer participation in stewardship on recreation lands
- Increased value of bare forest land. Moving away from traditional forest uses of land. Cannot afford to stay in forest business because money is in conversion to urban uses
- Partnerships being created between private land owners and local, state and federal governments
- Some users are multi recreational users. Multi-demand. Cross-dressers.
- Big money available to solve problems is in foundations. There is more discretionary income available to buy and solve problems
- Combine recreation with open space protection. Reserve value of open land
- Growing constituency for public land utility corridors being used for recreational use
- Trend to preservation or development,
- How can we manipulate the landscape for recreation so that it does not influence other needs (clean air/ water/ESA regulation requirements)
- Reduction of access to forest roads. More gates. Concentrating use on smaller areas
- Public is increasingly willing to pay for recreation
- Increasing number of tort claims against land owners. Liability
- Increasing reliance on private lands for recreation
- Improving recreation information distribution, e.g., Internet
- Inability to maintain and operate recreation lands

Problems [identified by group as a whole]

- Non-traditional uses, e.g., demand for use of dikes as walking trails
- Litigation on interface of property rights and public access. Basis of liability, expectation of certain user groups
- Resistance to fee-based access
- Unless you design the trend you must react to trend, sluggishness to react is a problem. Must be reactive not proactive
- Realize revenue stream. Hard to get money, takes time
- Illegal dumping of garbage, bodies
- Lack of public and environment security
- Environment damage caused by users
- Liability and encumbrance: garbage, meth labs
- Escalating cost of land acquisition and development (regulations make development cost more)
- Conflict between motorized and non motorized
- Uncertain access due to rights of access.
- Conversion
- No across-ownership strategy
- No income generation for private land owners
- Use of regulatory system to create disincentive to fix problems
- Friction between want of freedom to recreate and need for regulations and private land limitations
- Need to appeal to statewide population. Must make everyone feel that they are a user to get support
- Increasing conflicts between recreation and wildlife—conflict with reintroduction of wildlife
- How to manage high impact recreation uses

Split into break-out groups -- Select problems and identify general approaches to solutions

Lunch

Sub-group reports on general solutions

Group #1:

Problem: Illegal activities

- 1 public education and involvement using recreation groups as constituency
- 2 design trail heads to trail systems (design may prevent problems)
- 3 increasing enforcement
- 4 increased funding
- 5 restricting access
- 6 coordination between landowners
- 7 use of fee based access (registration system)
- 8 block watch system. Use recreation users as internal control mechanism

- 9 provide alternative dump sites

Problem: Conflicts between users

- 1 design of or zoning for multiple use
- 2 education
- 3 industry involvement (manufacturers making equipment more environmentally compatible)
- 4 scheduling (rotating uses)
- 5 enforcement
- 6 coalitions between user groups
- 7 take advantage of low elevation areas (make more land available = less conflict) increase size of pie
- 8 increase areas where recreation is possible

Problem: Budget

- 1 more money
- 2 user fees
- 3 increased taxes
- 4 creative use of alternative sources (private funders, foundations) example WA Dept. of F&W pilot projects Kapowsin tree farm fee for use on private land
- 5 making partnerships with quality of life providers, health care insurance, etc. tap into their funds
- 6 change funding formula for acquisition to allocate more money for maintenance and operation
- 7 adopt a park organized volunteer coordination

Problem: Recreation use vs. Habitat

- 1 education
- 2 coordination of resource protection message among agencies
- 3 design and funding –design differently to protect and provide

Problem: Litigation (recreation land owner liability)

- 1 legislative action
- 2 greater understanding between public and private land owners about responsibilities. Adjacency issue: private land next to public park.
- 3 Working landscape protected landscape

Group #2

Problem: Fragmentation of effort (lack of goal or strategy)

- 1 need for a coordinated plan. Inventory of existing resource what we have what we need, recreation demand.
- 2 Who is best to manage. Partnerships are best. Match suitable sites with suitable owners

Problem: Disincentives for access (how to get land owner to invite recreation use)

- 1 recreation must meet land owners overall strategy...recreation is smallest part of private and public purposes
- 2 need for money from users to go to land owners
- 3 sell public access as a commodity (leasing of private land...long term strategy to build access)
- 4 enforcement

Problem: Enforcement.

How much does DNR get involved? Open private forest lands to public use and then recreation users disagree with forest practice.

- 1 public must pay for loss of use of forest
- 2 control use of passenger vehicles through areas used for other purposes...private properties

Group #3

Problem: Lack of coordination

- 1 identify stakeholders and get them involved
- 2 identify lead entity to oversee statewide effort
- 3 develop pilot projects to implement projects locally
- 4 adapt various coordinating mechanisms to various geographic areas
- 5 develop communications strategy / education
- 6 coordinate collection and use of data, including private groups like REI

Problem: Budget

- 1 identify fund sources (federal, state and local)
- 2 look to recreation users themselves to help pay for recreation
- 3 tap into recreation gear manufacturer money
- 4 educate public and policy makers of the need
- 5 establish dedicated funds to not only purchase and develop but to manage the sites and educate the public (example dedicate portions of timber tax)
- 6 conservation easements as strategy to compensate land owners for use

Problem: Liability

- 1 legislated liability relief for land owners.
- 2 coordinated law enforcement efforts to reduce illegal activities
- 3 management liability: work with counties to manage waste stream (example dumping fee increase = more dumping on public lands)

Problem: Law enforcement

- 1 partnerships (neighborhood watch, user groups, land owners, law enforcement, agencies, legislature)
- 2 dedicated funding source for law enforcement
- 3 different types of law enforcement penalties and consequences. Penalty fits the crime
- 4 orderly review of different statutes, any gaps and needs
- 5 look to other models nationwide
- 6 targeted education campaign for the public

Problem: Private property rights

- 1 design public use to mitigate/avoid spillover to private lands
- 2 educate public and users about where to go and the expectations
- 3 invite private property owners to participate / provide incentives
- 4 identify examples around country that work to allow public use of private properties

Afternoon break out session

group coordinators:

Coordination: Ken Jacobsen

Funding: Cleve Pinnix

Liability: Ann Goos

Law enforcement/public safety: Jack Ward

Private lands: Mark Quinn

Education:

User Conflicts: Chris Alef

Conversion: Charlie Raines

Recreational use impact on environment: Marc Krandel

Specific Solutions

Problem: Recreational use impact on environment (Marc Krandel)

- Recreation development needs to recognize levels of impact. Park departments can lead by example. Need incentives, i.e., money.
- Impact of environment regulation on recreation is public access. Must provide sensitive public access to resource lands
- Educate public about why sensitive areas are being purchased (Interpretive opportunities, unique physical aspects of site, green space, historic).
- Regulatory agencies layer requirements. Regulation is biggest impact on recreation development. Should not look for breaks but, reduction of layering of regulation. Need coordinated way of going through permit process. Prescriptive requirements. Regulations are not usually written with the commercial or residential landowner in mind

- Ken Jacobsen: DOT is streamlining regulations

There is a constituency for acquisition. Need harder data to justify restrictions on property development.

- Design uses to be compatible with sensitivity of site.
- Public land is a laboratory for sensitive use and education

Major points:

- Need for a cooperative regulatory approach
- Need for education so that public understands sensitivity of lands

Problem: Lack of Coordination (Jim Eychaner)

Solution might involve creation of a coordinating board that crosses jurisdictional boundaries. Such a board may resemble a recreation version of a metropolitan transportation authority. Creation of the board would involve supporting legislation that would appropriate planning money, possibly through the IAC, to a "lead entity" in a planning region. A request for proposal (RFP) would seek a "lead entity" to develop a coordinated regional recreation plan, an effort that must include DNR and major land owners and companies, counties and state parks. The goal would be to identify or create tools for the management of public access compatible with long-term sustainable forestry including recommended appropriate state funding changes. The lead entity may be a non-profit 501(C)(3) or other non-governmental entity, but would be supported by the state.

Problem: User Conflicts (Chris Alef)

Goal: Increased cooperation between all groups

- Design
 - 1 all groups using a trail should contribute to trail design (sight lines, etc.).
 - 2 focus efforts on finding where conflicts occur and focus on those areas
 - 3 eliminate conflicts in high conflict areas close to trailheads through temporal separation and semi parallel trail systems
- Expand recreation opportunities
 - 1 more coordination with acquisition process. Target acquisition to address conflict issues
- Education
 - 1 user group and land manager group driven education efforts
 - 2 friction between concepts of freedom and regulation
 - 3 signage, what message works best
 - 4 industry participation: distribute education materials with product
 - 5 one on one community factors weigh heavily
- Enforcement
 - 1 self enforcement is best but not realistic
 - 2 partnership of government, land managers and user groups
 - 3 establishment of local rules, may ask users to leave/ban users

Problem: Funding (Cleve Pinnix)

- 1 Recreation users of all lands should pay some direct fee to offset a portion of costs.
- 2 An endowment should be explored to raise other matching funds.
- 3 Some portion of funds going toward stewardship cost should be incorporated into costs of new land acquisitions or recreation developments. Look to long term costs.
- 4 Public and private landowners and Puget Sound governments should develop a strategy to advocate for adequate budgets, emphasizing the benefits of their lands for public use. Users come from urban areas. Recreation is in rural areas. Need to promote regional cooperation.

Problem: Liability (Ann Goos)

- Liability Issues Relating to Recreation on Public and Private Lands:
 - Liability due to results of litigation – Ravenscroft decision;
 - Liability due to illegal and destructive activities;
 - Liability due to active litigation and proposed regulation.
- Liability Due to Results of Litigation – Suggested Steps to Address the Challenge
 - Form an effective coalition of landowners, recreational users, and key agencies involved in recreational activities to work on legislation to limit the effect of court decisions that increase risk of liability due to allowing recreational access;
 - Tasks for the coalition could include working with the legislature, evaluating other states' and their liability laws, working with key proponents of the Ravenscroft decision, and developing and supporting acceptable legislation;
 - Explore legislation that removes liability concerns if a landowner is charging a nominal fee to provide access to ensure the landowner is able to cover the costs of allowing the activity, e.g., charging for parking or small fees to cover trail maintenance.
- Liability Due to Illegal and Destructive Activities – Suggested Steps to Address the Challenge
 - Federal, State, and private landowners may consider holding a “summit” to discuss the liability issues relating to garbage dumping and other illegal activities with counties and cities. The local government representatives could include policy leadership, waste management officials, and law enforcement. Summit would identify the problem, possible solutions, and barriers to success.
 - There is a need to assess the effectiveness of recently passed legislation concerning illegal dumping. This bill was just passed last year and there should be some ongoing monitoring to evaluate whether local enforcement departments are utilizing the law to arrest violators and whether they are being brought to trial and the relative success of prosecution. We will also need to assess whether the law is acting as a deterrent when applied.

- Liability Due to Active Litigation and proposed Regulation – Suggested Steps to Address the Challenge
 - Due to active litigation by the Forest Law Center in relation to certain forest practices conducted on private and state forest land adjacent to public parks and trails, it is difficult to address these challenges, except in Court. It will be important to monitor how these cases are being decided in the Forest Practices Appeals Board, Superior Court, and appellate and Supreme Court as needed.
 - Proposed regulations to craft rules to address scenic beauty of private and state lands adjacent to public lands and trails will continue and litigation over the Forest Practices Board's decisions on this issue will likely continue. It will be important to monitor how the active lobbying for and litigation to create regulation on private forest land enhances or diminishes recreational opportunities, trail development, and access in the Cascade Foothills.

Problem: Law Enforcement (Jack Ward)

Currently there is little to no enforcement of many existing laws related to recreation, e.g., dumping (police are focused on other much higher priorities).

- Form dedicated enforcement patrols similar to the old "Woods Patrol," but make it publicly funded. Also use public funding to support private security efforts. Possibly subcontract sheriffs department.
- Streamline judicial process regarding these infractions and increase fines.
- Make more use of WDF&W to enforce broader categories of laws: trespassing, dumping, etc.

Problem: Private Property Rights and Concerns (Mark Quinn)

A coalition of agencies, entities, private landowners need to establish standards and describe programs that provide public access to private lands.

- 1 Design public use to mitigate and avoid spillover to private land
 - public access information including brochures, web access maps, signs, e.g. "property boundary: you are now entering private property courtesy of "____."
 - design trails appropriate to expected use
- 2 Educate users about where to go and what to expect when they get there
 - Internet information by area, season of use and type of recreation
 - trailhead or other access information available on site
 - access steward in high use areas
 - acknowledge landowners (signs that say "thank you")
 - enforcement presence
 - community policing/volunteer enforcement
 - titanium signs
- 3 Incentives to get private landowners to participate
 - adjacent lands issue.
 - agency sponsored programs that provide signs, enforcement and recognize land

- owners, e.g., “land owner of the year”
- tax credits for private landowners that allow public access. Does not force them to collect fees but still get money.
- coordinate with land owner groups to get word out and in about what is acceptable and what is not.
- cooperative of landowners that allow access receive distribution of income based on some formula of acreage and/or use.
- higher level of enforcement within shared use program
- private landowners want control and recognition

Problem: Conversion (Charlie Raines)

- Fragmentation of ownership leads to fragmentation of forest. As parcel size shrinks you get a downward slide
- Research: What types of uses are lost when parcel size is reduced?
- Planning: What are important areas to focus on? Priorities/scheduling
- Regulatory framework: GMA, zoning, development
- Financial incentives:
 - development rights (purchase, trade, transfer, donation, TDRs)
 - site oriented (easement, lease)
 - area (individual annual permit, lease to hunting clubs)
 - sequestration
- Funding:
 - redirect existing
 - new sources
 - user fees
- Third party Certification of forest lands as “sustainable forestry”

John Miles, Jim Allaway: Closing summaries, wrap-up, thank you

Attachment 1 -- **Workshop Participants**

<u>Name</u>		<u>Organization/Affiliation</u>	<u>E-Mail</u>	<u>Phone</u>
Chris	Alef	Backcountry Bicycle Trails Club	trailspin@yahoo.com	206-406-8633
Connie	Blumen	King County Parks	connie.blumen@metrokc.gov	206.296.4252
Mark	Boyar	Middle Fork Snoqualmie Project	markb@pmsi.com	206-760-9041 ?
Terry	DeGrow	Mount Baker-Snoqualmie NF	tdegrow@fs.fed.gov	425-744-3400
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Charlie	Raines	Cascade Checkerboard Proj., Cascade Land Conserv.	ccraines@aol.com	206-523-1347
Bob	Rose	Skagitonians to Preserve Farmland	spf@anacortes.net	360-336-3974
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Tamara	Tommaney	Senate aide	tommaney_ta@leg.wa.gov	360-786-7690
Bill	Wallace	Washington DNR	bill.wallace@wadnr.gov	360-856-3500
Jack	Ward	International Paper	jack.ward1@ipaper.com	360-879-4201
Duane	Weston	Pacific Denkman	dweston@whidbey.net	360-652-7565
Sheryl	Wimberly	Washington DNR	sheryl.wimberly@wadnr.gov	360-902-1056
<u>Project Staff</u>				
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Goals of the Workshop

The purpose of this workshop is to share information and ideas on the background and solutions to outdoor recreation issues. The people working on the Cascade Foothills Recreation Study – Jim Allaway, John Miles, and Chad Dear – hope to take from this meeting ideas for strategies and actions that major players in the effort to provide outdoor recreation opportunity into the future are implementing and contemplating. We will incorporate these ideas into our report together with information and ideas being gathered in other ways. The report will be intended to help move forward the work that many are doing to assure adequate outdoor recreation opportunity for the region's future.

The hope is that the group will identify, first, opportunities and challenges for outdoor recreation in the foothills region over the next three decades, and, then, specific ways that the community currently should be addressing these challenges and opportunities. Although the time is necessarily limited, in one day of concentrated, collaborative effort this group should be able to identify a variety of specific measures that need to be nurtured or initiated in order to achieve a desirable outdoor recreation future for the region.

Many people have been concerned with these issues for a long time and are contributing in numerous ways to future outdoor recreation in the region. This workshop is an opportunity to bring together some of these people to exchange information, brainstorm, and explore visions for the future. The staff of the Study will facilitate the process of the meeting, and record what the process yields. To this end, we (the staff) hope everyone will come armed with their ideas, and with background, project, or other relevant information (including handouts, overheads, and such) to share with the group.

Definition of Outdoor Recreation

Many have asked for clarification of what is meant by the term “outdoor recreation” in this study. The meeting can spend a little time on what the definition ought to be, but so far it has been defined as involving a set of activities carried out in a setting which has certain qualities and which produces a particular experience. The activities are primarily though not exclusively human-powered (walking and hiking; water activities like wind-surfing, tubing, sailing, rafting, canoeing; bicycling, including touring and mountain biking; winter sports, including snowshoeing, skiing; hunting and shooting, fishing; nature study, such as bird watching and nature photography; horseback riding; and air activities such as hang gliding, paragliding, and ballooning). Motor-assisted activities include motor-boating, snowmobiling, and ATV riding. The setting is the rural outdoor environment, generally outside of incorporated areas and on relatively undeveloped land. In the Cascade Foothills region this environment is primarily forest. The particular experience is one that depends in some way on the nature of the setting. That is, the rewards of the activity are in some way derived from the outdoor and relatively natural setting in which it occurs.

General Rules of Engagement

Participants should come not as advocates with particular axes to grind but as thinkers and activists with ideas to explore. People should ask themselves what needs doing in the face of growing population, development, and pressure on outdoor recreation resources to assure that future generations have adequate opportunities for meaningful outdoor recreation in the region.

Participants should come to the meeting with their minds full of ideas, yet open to new and different ideas. Sometimes people working and thinking with others about their particular piece of the puzzle gain insight through synergy and come up with entirely new approaches to problems.

The focus of the meeting is on provision of outdoor recreation opportunity. While this involves “land saving” and preservation of particular environmental qualities, these are secondary. The primary problem is how to assure a future for outdoor recreation in the region, and the facilitator will try to keep the group focused on that challenge.

The agenda may evolve as the day progresses. Everyone is expected to help define what the best course of inquiry should be.

Attachment 3 -- **WORKSHOP SCHEDULE**

- 9:00 Coffee
- 9:30 Introductions
 - Goals of the Workshop. John Miles
 - Background to the Cascade Foothills Recreation Study. Senator Ken Jacobsen
 - What is being learned. Jim Allaway
 - Statewide situation. Jim Eychaner
- 10:15 Discussion of alternative futures, goals, challenges
- 11:15 Break-out #1: Problems and general approaches to solutions
- 12:00 Lunch
- 1:00 Reports on break-out #1. Discussion and critiques
- 2:00 Break-out #2: Approaches and strategies to address specific problems
 - What? Who? When?
- 3:00 Reports on break-out #2. Discussion and critiques
- 4:00 Summary and closure. Jim Allaway

Appendix 3: Selected Sources of Additional Information

- 1000 Friends of Washington, 2000. Endangered Places.
- Deloitte & Touche LLP, 1996. Economic Analysis. Prepared for Washington State Department of Natural Resources (Contract ASP-003).
- Interagency Committee for Outdoor Recreation, 2001. 1999 Public and Tribal Lands Inventory: Final Report, and, Detailed Inventory Data Report.
- Interagency Committee for Outdoor Recreation, (in prep.). Washington's Statewide Comprehensive Outdoor Recreation Plan, Seventh Edition.
- Robertson, Jason, Steve Ledbetter, and Bob Glanville, 2001. "Hydropower relicensing, recreational liability, and access." American Whitewater Journal May/June 2001.
- Souder, Jon A., and Sally K. Fairfax, 1996. State Trust Lands: History, Management, and Sustainable Use. University Press of Kansas.
- Washington State Department of Natural Resources. Management Plans for Natural Resources Conservation Areas:
- 1992. Mount Si Natural Resources Conservation Area: Natural Resources Inventory and Management Recommendations.
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- Washington State Department of Natural Resources, January 1998. Final Asset Stewardship Plan. WA DNR, Olympia.
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- Washington State Department of Natural Resources, April 2000. Major Public Lands of Washington 2000. (map)
- Washington State Department of Natural Resources, [n.d.]. Trust Lands Transfer Program.